

Disaster Management in Bangladesh: Addressing Women's Needs

Dissertation prepared for a partial fulfillment of
Master of Arts in Governance and Development (MAGD) degree

Submitted by:

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MAGD Batch 2

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November 2008

Acknowledgement

At the outset, I would like to express gratitude to almighty *Allah* who created me, gave me courage and the opportunity to preparing this dissertation paper.

Then, I would like to take this opportunity to thank Dr. Ferdous Jahan, my supervisor who gave me continuous guidance and support, valuable advice to write my dissertation. I am also grateful to Barrister Manzoor Hasan, Director of IGS, Dr. Rizwan Khair, academic coordinator of MAGD program for their all out co-operation. I am also thankful to Dr. M. Emdadul Haq, for his kind cooperation. I am deeply indebted to all of my batch mates of 2nd MAGD program for their cooperation and inspiration.

I would like to thank BRAC University and Institute of Governance Studies (IGS) authority for their all out effort and sincere cooperation throughout the MAGD program. I would like to extend my heartfelt thanks to Royal Netherlands Embassy, Dhaka for their generous support that enabled me to take part in the program under BRAC University.

My special thanks to all the government officials and civil society members, who helped me by providing valuable opinion about disaster management system and disaster management policy of Bangladesh. I am also thankful to all the members of BITA Chittagong regional office and Anwara Upazila for giving me scope to collect primary data. I would like to thank all officers and staffs of IGS, BPATC, BRAC TARC, Savar and BCDM of Rajendrapur for their support.

Finally, I would like to thank my all family members for their moral support, continuous cooperation and patience

Abstract

Bangladesh is a disaster prone country. Though disaster is a natural event but its impact depends on social and political context and on the social composition of the population affected. There is a danger that women become invisible in relief operations, with men receiving most resources and participating in the planning and implementation of programs. This can lead to increased gender inequality and may also hamper the effectiveness of relief programs, with women's capacities remaining underutilized and their needs not being met. Relief effort to assist the community will not assist women and men equally, or address the needs of its weaker or less vocal members, unless they are specifically designed to do so. Household headship is another basic element. As a general rule, female headed households are considered to be vulnerable on account of their poverty and lack of access to other economic and social resources. In addition, female headed households are believed to be less resilient in the wake of disaster than a male headed one.

Lessons learned reveal that interventions and life saving strategies are made more efficient and timely when gender differences and inter-dependencies have been properly understood and addressed. A gender approach can assist in the understanding and profiling of vulnerable groups, in channeling resources to those most in need, and in the mobilization of the capacities of significant proportion of the population that is often under-estimated. So a change in the approach towards disaster management is required. Such a changed approach would provide the space and opportunity for women and men to take part in the risk management process more constructively and improve their risk management skills expand their potential, so that they will in turn change from helpless victims to a useful resource.

Policy is the basic guideline for any country. The disaster management policy needs to be gender sensitive to address the needs of the vulnerable groups. And the policy must have some options to address the women's need as they are the most vulnerable during the disaster period. Bangladesh is a developing country and government plays the central role in any emergency situation. And government plays the key role as institutional actors in the policy formulation process. So government needs to take some steps for the formulation of a gender sensitive policy. A gender sensitive reform of the existing disaster management policy or formulation of a new disaster management policy with gender focus will make the existing disaster management system more efficient and will better address the women's needs.

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And NGOs**

Abbreviation

ASEAN-	Association of East Asian Nations
CEDAW-	Convention on the Elimination of all forms of Discrimination against Women
DAW-	Division for the Advancement of Women
DC-	Deputy Commissioner
DCI-	Direct Calorie Intake
DDMC-	District disaster Management Committee
DM-	Disaster Management
DMB-	Disaster Management Bureau
DRR-	Directorate of Relief and Rehabilitation
EOC-	Emergency Operation Centre
ECHO-	European Commission Humanitarian Office
GOA-	Government of Australia
GOB-	Government of Bangladesh
GOI-	Government of India
GON-	Government of Nepal
GOP-	Government of Pakistan
GOP-	Government of Philippines
GOS-	Government of Sri Lanka
ILO-	Inter national Labour Organization
INIFI-	International Network of Alternative Financial Institutions
PIO-	Project Implementation Officer
MoFDM-	Ministry of Food and Disaster Management
NGO-	Non government organization
SAARC-	South Asian Association For Regional Cooperation
UDMC-	Union Parishad disaster management committee

UNDP-	United Nations Development Programme
UNO-	Upazila Nirbahi officer
UP-	Union Parishad
VGF-	Vulnerable group feeding
WCDR-	World Conference on Disaster Reduction
WID-	Women in Development

Chapter 1

Setting the context

Introduction:

The geographical location has made Bangladesh a disaster prone country. Although Bangladesh faces only 5% of the disasters that take place in the world, we incur 90% of the global losses. This being the fact, we have to give top priority to Disaster management. We cannot prevent natural disaster, but we can minimize the loss of life and property as well as the loss of environment through better management of disaster. Major disasters that take place in Bangladesh are tropical cyclone, tidal bore, flood, tornado, river bank erosion, earthquake etc (Country report, 2003). Disaster is a natural event but its impact depends on social and political context and on the social composition of the population affected. Bangladesh has been ranked as the fifth country holding highest relative vulnerability to tropical cyclones, as over 60% of registered deaths due to the disaster in 1980-2000 took place in Bangladesh.

Natural disaster forces men and women in particular to take on new roles and responsibilities to ensure the survival of their families. Pre- disaster social constructs that shape their community inter-dependencies frequently break down during a disaster. When displaced, women in particular frequently find themselves stateless and dependent on external assistance (Graham, 2001:6).

The vast majority of the people who survive in emergencies do so because of their own coping strategies, rather than outside interventions. The strategies and their impact vary by gender, as well as class, age and status within the family. In general, men with greater resources under their control and greater mobility will have a wider variety of options to fall back on. Women may be forced to adopt survival strategies for which they are ill-equipped or untrained which increases their vulnerability in the long term. Female headed or maintained households, in particular, are likely to have fewer options available to them due to the lack of adult, able bodied men on whose labor they can call. Supporting coping strategy may be best done by modifying the existing disaster management policy. (Byrne & Baden, 1995: ii)

There is a danger that women become invisible in relief operations, with men receiving most resources and participating in the planning and implementation of programs. This can lead to increased gender inequality and may also hamper the effectiveness of relief programs, with

women's capacities remaining underutilized and their needs not being met. Women take an active role in community disaster response initiatives in many countries and communities. But women are rarely represented in formal planning and markedly absent in decision making process. Women are invisible in emergency and reconstruction situations due to their exclusion from relief and assistance projects. Women have triple role like reproductive work, productive work and community work. But their work is not properly recognized in the society rather than their role as mother and housewives. Women become more vulnerable during disaster and need to have special attention to manage the effect of disaster.

Relief effort to assist the community will not assist women and men equally, or address the needs of its weaker or less vocal members, unless they are specifically designed to do so. Household headship is another basic element. As a general rule, female headed households are considered to be vulnerable on account of their poverty and lack of access to other economic and social resources. In addition, female headed households are believed to be less resilient in the wake of disaster than a male headed one (Bradshaw, 2004:22).

There is growing international consensus on the need to consider gender issues in emergencies and humanitarian assistance. A range of development agencies have begun to consider ways in which gender can be incorporated into their policy and programs in relief work. A gender approach is important to identify men's and women's different vulnerabilities to crises as well as their different capacities and coping strategies in order to design effective relief programs. Gender analysis can illuminate the unequal power relations underlying social institutions, to ensure that women are not further marginalized by relief interventions. Gender analysis can also assist in understanding changes in gender relations and identifies which occur during crisis and conflict situation and thus highlight the potential for positive change.

Disaster management system of Bangladesh is treated as one of the best disaster management system in the world. But field experience shows that still there is a need for gender sensitivity in the disaster management system of Bangladesh. Standing order issued by the ministry of Food and Disaster management in 1999 acts as guideline for the over all disaster management system in Bangladesh. This ministry also issues different types of circulars for the convenience of the overall activities. A comprehensive disaster management policy is needed for the over all smooth functioning of the disaster management system of Bangladesh. The standing orders and the other circulars issued by the Bangladesh government have no clear guideline to address the women's need in the emergency situation. Disaster management policy is the basis of disaster management

system of any country. Bangladesh can take the disaster management policy of other developed or developing country as an example to make a comparison to find out the loopholes in the existing disaster management policy regarding women's need. A comprehensive disaster management policy is under formulation stage. So it is the time to think actively how we can make the existing disaster management system more capable to address the women's need in emergency situation.

1.1: Rationale of the study:

Disaster management is a much talked issue all over the world as every year many people have to succumb to death at the hands of disaster. There has been a lot of research going on how to design the effective management system to combat with disaster efficiently. In Bangladesh there are also a good number of research works have already been carried out, and many useful publications are also available. But in those publications and research the gender issue has not been optimally focused. Women of Bangladesh are less capable to cope with disaster for their socially determined status, lack of training or resource and education. Different government and non government organizations in Bangladesh is working for the women's empowerment and restoration of women's right in all sectors of social life. But women's need is ignored in case of disaster management system, as all the relief and rehabilitation related activities are male dominated and women's social status make them invisible in the disaster management system. There is no sex related distribution of vulnerability assessment of women in case of Bangladesh. As most of the women of Bangladesh are illiterate and also has lack of access to and control over resources and also has no income generating capacity or decision making power, they are more vulnerable than men to natural disaster. Women's needs remain invisible or unaddressed if special attention is not given to their needs. As Bangladesh is a disaster prone country and every year she has to suffer from lots of natural disaster, women need to get special attention in the disaster management system.

Bangladesh has no comprehensive disaster management policy and the only disaster management act is under formulation stage. All the circulars and the orders issued so far do not have sufficient focus on women to address the women's need in emergency situation. A comparison with the disaster management policy of Bangladesh with that of some other developing or developed countries will help to find the gap in the existing disaster management policy of Bangladesh to address the women's need. And this comparison will also help to reform the disaster management policy to better address the women's need and thus will help to have a more successful disaster

management system and ultimately will contribute to the development of the country. So there is a scope to work in this arena.

1.2: Objective of the study:

Main objective of the study is to identify the lacking and find ways to mainstream the women's issue to disaster management system, and to address the women's need in post disaster relief and rehabilitation activity. Men and women's need are different and an effective disaster management program must recognize this difference. This study also tries to find out the gap in the existing disaster management policy to focus on women's issue and also tries to find some way to reform the existing disaster management policy for better addressing the women's need.

1.3: Research Question and hypothesis:

There is a specific research question in this study about disaster management system in Bangladesh. The disaster management system of Bangladesh is recognized as one of the world famous disaster management system. Even the developed countries take Bangladesh as an example of successful disaster management system. But women's need remain unattended in the existing disaster management system due to their social status and the male dominance of the existing disaster management system. Lack of special attention in the existing disaster management policy may be a reason for this. So the key research question of this paper is to find out -

Is the Disaster Management Policy of Bangladesh effectively addressing women's needs in emergency situation?

I have tried to make an assumption for the sake of argument. I have set a hypothesis which can be defined as an interpretation of a practical situation or condition taken as the ground for action or a tentative assumption made in order to draw out and test its logical or empirical consequences. The hypothesis of this dissertation is-

A gender sensitive disaster management policy will better address the women's need in emergency situation and post disaster relief and rehabilitation activities.

1.4: Research method:

Qualitative research is an important mode of research in social science. The concept is grounded in the assumption that features of the social environment are constructed as interpretations by

individuals and that these interpretations tend to be transitory and situational (Winegardner, 1999). The nature of this study will be a qualitative one. So the study aims to explore and understand the attitudes, opinions, feelings and behavior of a group of people related to the disaster management system. This research paper also uses the qualitative method as- the suitability of the existing disaster management system to address the women's need is a complex and sensitive issue. Qualitative research certainly excels at generating information that is very detailed. One of the major reasons for doing the qualitative research is to become more experienced with the phenomenon we are interested in.

There are different methods of qualitative research. From these different methods inter view, case study and content analysis method was used for this dissertation purpose.

Inter view:

The research had relied on interview as the primary method of data collection. In depth interview is a data collection technique relied on quite extensively by qualitative researchers. The purpose of the interviews had been to have the views of the vulnerable groups, policy formulating and policy implementing agencies. It allows me to discuss in detail the perception of all the three groups about the existing disaster management system, also gave me opportunity to discuss the suitability of the existing disaster management policy to address women's need in emergency situation. There were in-depth interviews by asking questions and recording the answers and then posing supplementary questions to clarify and expand on a specific issue.

Case study:

Case study is a method of qualitative research. This method of research concentrates on a single phenomenon or entity and aims at finding the important factors of the phenomenon. It focuses on holistic description and explanation. The case study research evolved as a distinctive approach to scientific inquiry. Though there are numerous definitions available, the absence of universally accepted definition of the case study method leads to miss use of the concept. Stake (1995) describes case study as an integrative system of research, Smith (1978) mentioned case study as a bounded system of study. A formal definition may be as –“A case study research is an empirical inquiry that: investigate a contemporary phenomenon within its real life context, especially when boundaries between phenomenon and context are not clearly evident” (Yin, 1994:13).

Therefore case study method has been used for the study to define the problem of contemporary social phenomenon in Bangladesh. As Bangladesh is a disaster prone country, disaster

management system plays a major role in overcoming the effect of the disaster. Case study method was used in this dissertation to find out the real life context of the disaster management system as well as suitability of disaster management policy of Bangladesh to address women's need in emergency situation.

Selection of cases for the study:

The selection of sample in the study is purposeful in nature. As purposive selection ensures information- rich cases for study in depth, the sample have been purposively selected. Information rich cases are those from which one can learn a great deal about issues of central importance to those of the research. In case of this study the interviews are taken purposefully from the people lived in comparatively remote area and has to suffer more in natural disaster. There are several strategies for purposefully selecting information rich cases. Most of the interviews are taken from the costal area of Chittagong district but as the inhabitants of this area did not suffer from any devastating natural disaster in the recent past most of the case studies collected from this area are related to the cyclone of 1991. In case of this study the interview are taken purposefully from the comparatively older people who suffered more and faced all the hazards of that cyclone. But as the case studies are time old; case studies also collected from the people of Patuakhali district who were worst sufferer of SIDR which strikes this area on 15th November 2007. The experiences of this two distinct time period and geographical location helped me to reach a conclusive decision about the real scenario of the disaster management system and the disaster management policy of Bangladesh.

Content Analysis:

Content analysis is a standard methodology in the social sciences for studying the content of communication. Earl Babbie defines it as "the study of recorded human communications, such as books, websites, paintings and laws." However, it is also a scholarly methodology in the humanities by which texts are studied as to authorship, authenticity, or meaning. Kimberly A. Neuendorf (2002) offers a six-part definition of content analysis: "Content analysis is a summarizing, quantitative analysis of messages that relies on the scientific method including attention to objectivity-intersubjectivity, a priori design, reliability, validity, generalizability, replicability, and hypothesis testing and is not limited as to the types of variables that may be measured or the context in which the messages are created or presented."

In this dissertation paper content analysis was done by identifying some key elements of a comprehensive disaster management policy and comparing the disaster management policy of six developing and one developed country on the light of these key elements.

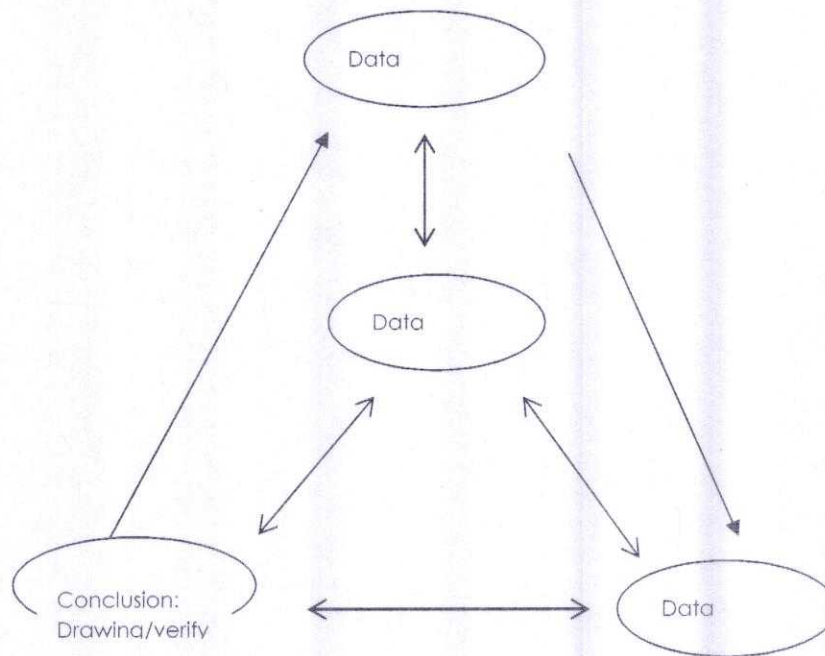
1.5: Collection of Data and information:

As the main focus of the dissertation paper is to identify the suitability of the existing disaster management policy and disaster management system to address the women's need, data was collected from all the actors related to the disaster management system, like the vulnerable group and the other members of policy implementing agencies and policy formulating agencies. For this purpose I have used interview, case study and content analysis method. I have collected opinions of the vulnerable groups from two unions Raipur and Chaturi of Anwara Upazilla of Chittagong district. And also opinion was collected from the person directly related to policy formulation like officials from the Ministry of Food and Disaster management and the Bureau of Disaster Management. Opinions were also collected from other stakeholders like academicians and member of the civil society and also from the members of the policy implementing agency. The geographical location of these two unions was in the costal belt of the Bay of Bengal and regularly affected by small and large scale of natural disasters. As all the land area of these unions are inundated by the salty water of the Bay of Bengal it does not produce any crop on its soil, all the villagers are dependent on fishing. All the inhabitants are illiterate and not capable economically so due to the lack of coping capacity they are more vulnerable to natural disaster. Case studies were also collected from these two unions and also from resent SIDR affected areas of Patuakhali district.

1.6: Data analysis:

The aim of a qualitative study is to produce findings. Therefore the collection of data is not an end itself. The collected data of a qualitative study have to be analyzed, interpreted and presented as findings for better understanding of the phenomenon. According to Marshall & Rossman (1989) data analysis is the process of bringing order, structure, and meaning to the mass of collected data. During the field study a lot of data and information has been collected. All the data collected obviously are not directly useful for the study as some of them are indirectly related to the research problem. So, collected data and information needs to be scrutinized well before analysis. This scrutinization refers to the process of selecting, focusing, simplifying, abstracting and transforming the data come into view in written up field notes, and transcriptions. Some of the data and information were overlapping, so these need to be checked and verified. An

inductive analysis helped this study to shape the data and information and also induced some new meaning.



Source: Miles & Huberman, 1994:12

Figure-1: Case study data analysis

1.7: Limitation of the Study:

As I have to perform the dissertation work as a part of the Masters in Governance and Development program, so I have to perform all the course related activity, as well as the dissertation work at the same time. Main limitations of the dissertation work are given below-

1. Time constraint was the main limitation of the dissertation work, as I have to perform all the course related activities as well as the dissertation work within the short period of time.
2. Information availability is another problem, as I have to visit the upazila within one week of time, in this short period of time I have to collect all the information from two unions of the

upazila. Both the unions were situated near the costal area and communication facility was not well established. It took huge time to get information from these two unions.

3. Most of the information was collected only from the Chittagong district, for the special; geographical location it does not reflect the over all scenario of the whole Bangladesh. Only two case studies were collected from the Patuakhali district due to the shortage of time.

4. Women of the rural household were not much interested to share their experiences but the women groups who are involved with different types of social organization and NGO beneficiary were much vocal regarding their rights and problem. This research mainly based on the experience of the NGO beneficiaries of these two unions.

5. Limitation of resources for research was another problem.

1.8: Structure of the study:

This study is divided into five chapters. First chapter provides an overview of the research setting and research description. In chapter two provides the theoretical framework for studying disaster management of Bangladesh. Chapter three includes content analysis; this chapter gives an overview of the disaster management policy of six developing and a developed country and makes a comparison of all the disaster management policy with respect to some key indicators of a comprehensive disaster management policy. Chapter four includes over all scenario of disaster management in Bangladesh which describes data analysis and case study analysis. All the data were collected from three different sources related to the formulation and implementation of the disaster management policy and also from the vulnerable groups. Chapter five discusses the key finding of the study. This chapter also presents the concluding observation of the research with some policy recommendation for improving the existing disaster management scenario in Bangladesh. This chapter also gives an idea about the scope of future research.

Chapter 2

Theoretical frame work

Introduction:

Chapter one tries to set the context of the research. The introductory chapter also highlights different aspect of the research methodology and gives an over all impression about the whole research paper. In chapter two I have tried to focus on the existing disaster management system of Bangladesh. As the main purpose of the research paper is to find out the suitability of the existing disaster management system to address women's need in emergency situation, this chapter also tries to give some idea about the socially determined position of women in Bangladesh which make them more vulnerable and also less capable to cope with natural disaster. This chapter will also highlight the impact of natural disaster and rationalize the necessity of special attention to women in emergency situation.

2.1 Policy:

Policy is defined as a futuristic statement of intentions and specific actions. Policy is the decision of government on a certain issue. In its simplest sense, policy refers to a broad statement, which refers to future goals and aspirations and provides guidelines for carrying out those goals. Hill (1993; p.47) defines policy as the product of political influence, determining as setting limits to what the state does.

Hogwood and Gum (1984: p.13) have given a more detailed definition through identifying various dimensions of the term. They define policy as a label for a field of activity initiated by the government or a limited authority: as expressed of a general purpose or desired state of affairs, as a specific decision of government, as a particular set of activity having authorization, parliamentary approval or statutory endorsement, as a particular program involving legislative organizational efforts and concerted programs. This definition emphasizes- legitimacy of policy, which implies that policies must be generated by government or any other legitimate organizations.

2.2 Gender Focus of a policy:

Gender focus of a policy intended to target and benefits a specific gender in order to achieve certain policy goals or to meet certain gender specific needs more effectively. Gender specific policy is in a way gender sensitive because its interventions are intended to meet targeted needs of one or other gender within existing distribution of resources and responsibilities. These kinds of interventions are most often welfare oriented but with potential of achieving transforming impact when critically planned for. In this way the difference between a women-specific policy and a gender -blind policy is based on the analysis of gender specific constraints and one that is based on prior assumptions about proper roles of women.

A gender sensitive disaster management policy recognizes women's social role not as daughter/wife/ mother but it highlights women's economic role as income –earner for herself and her family, producer and/ or manager of food, provider of fuel and water, and her religious, cultural and political activities. These roles, and, even more importantly, the change in there role created by the disaster situation are frequently over looked by planners. Consequently, interventions which do not take these factors into consideration may be inappropriate to women, tend to isolate them from mainstream project activities, further reinforce their dependency, and force them into unaccustomed social or economic roles. (Bradshaw, 2004: 19, 20)

2.3: Disaster:

A disaster refers to an event, natural or man made, sudden or progressive, that seriously disrupts the functioning of a society, causing human, material, or environmental losses of such severity that the affected community has to respond by taking exceptional measures. The disruptions (including essential services and means of livelihood) are on a scale that exceeds the ability of the affected society to cope with using only its own resources. (So D, 1999: 1)

2.4: Disaster management:

Disaster management includes all aspects of planning of and responding to disaster. It refers to the management of both the risks and the consequences of disaster, and includes both prevention and preparedness measures taken in disaster-prone areas in anticipation of the known hazards often referred to as “pre-disaster” and long-term rehabilitation. (So D, 1999: 1)

To perform the whole range of pre-disaster, disaster and post-disaster activities such as planning, organizing, coordinating, controlling, implementing and evaluating with a view to mitigate the severity of disaster is known as disaster management.

Disaster Management includes all aspects of planning for and responding to disasters. It refers to the management of both the risks and correspondences of disasters and includes:

- i) The incorporation of prevention/mitigation measures into overall development plans and activities at all levels in disaster prone areas: this may include structural and non-structural measures to reduce the risks of disaster occurring and the consequences those that cannot be prevented
- ii) Preparations plan and related measures in disaster-prone areas and organize appropriate emergency responses, when necessary: this may include forecasting, warning dissemination systems and standing arrangements for evacuation and the organization of rescue, relief and short term rehabilitation activities
- iii) emergency response to disasters when they occur, including rescue relief, short term rehabilitation/repairs and
- iv) Post-disaster reconstruction/long-term reconstruction.

2.5: Vulnerability:

Vulnerability is a key concept in predicting and understanding the existence of different impacts on the various group of the society. The concept of vulnerability focuses on limitation or lack of access to resources. This notion of vulnerability considers the combination of external aspects- the risks of intensity of an external shock of disaster and internal aspects- the ability to cope with such disasters without sustaining major damage, or ability to recover after the event. A gender analysis also draws attention to the division of labor between man and woman. Women's role in reproduction and social structure are also responsible for women's vulnerability in disaster situation. (Bradshaw, 2004: 10)

Women who do not have access to their own income constitute a vulnerable group. The concept of poverty reflects the way in which income is generated. Job security, together with the range of sources and options available to households to obtain jobs, are important in terms of vulnerability. A household that depends on a single source of income is more vulnerable than one that can court on a variety of sources for generating income.

2.6: Types of vulnerability:

Vulnerability is of different types like economic, social, political, physical and psychological. Vulnerability is directly related to impact.

2.7: Types of Disaster:

Disaster is of two types. The main type of disaster that we frequently encounter are- natural disaster and man- made disaster.

Natural disaster:

A natural disaster is the result of the impact of a natural hazard on a socio-economic system with a given level of vulnerability, which prevents the affected society from coping adequately with this impact. Natural hazards themselves do not necessarily lead to disasters. It is only their interaction with people and their environment that generates impacts, which may reach disastrous proportions. A disaster is usually defined as a serious disruption of the functioning of society, causing wide spread human, material or environmental losses which exceed the ability of the affected society to cope using only its own resources. For example - Flood, Cyclone, tornado, Earthquake, and Draught are natural disaster.

Man-Made:

Disasters caused by human action, negligence, error, or involving the failure of a system are called human-made disasters. Human-made disasters are in turn categorized as technological or sociological. Technological disasters are the results of failure of technology, such as engineering failures, transport disasters, or environmental pollution. Sociological disasters have a strong human motive, such as criminal acts, stampedes, riots, and war. (Wikipedia)

2.8: Disaster in Bangladesh:

Bangladesh is one of the most disaster prone countries in the world. The major natural disaster that affects Bangladesh is cyclones, floods, river bank erosion, tornado etc.

A study conducted by European Commission Humanitarian Office (ECHO) revealed that the disaster risk to which Bangladesh is exposed is amongst the highest in the world. The study

further revealed that combined disaster of SAARC and ASEAN countries over the past ten years, Bangladesh has witnessed ninety percent (90%) of the disaster, while the other countries in the region have lived through only ten percent (10%).

2.9: Strategy for Disaster Management:

Disaster management was previously thought to be as the sole responsibility of government, but now community involvement is encouraged for optimum coordination, best utilization of resources and protection of lives and properties against disasters. Previously mitigation aspect are considered as structural mitigation measures or engineering solutions. There is now a growing awareness at government levels that non-structural mitigation measures such as community disaster preparedness, training and public awareness, linked to micro-income generating projects need to be given a high priority. A number of fronts have to be tackled simultaneously for proper disaster management and administration of the aspects mentioned above. It is, therefore important for the government to continue its efforts in the following directions.

Internationally:

International help and to be south to develop appropriate programs for preparedness involving awareness build-up, modern communication facilities, enhancement of institutional capacities, etc. international forums to be used by the Government as platforms to draw attention of the world community for securing support of the developed countries in the fields of comprehensive disaster management and environmental protection of the country.

Nationally:

A continuous process is required to be pursued by the government to review the existing disaster management arrangements in the country. In the process based on past experience and present changes, the needful, in phases, has to be done by the Government at national level for updating overall disaster management in the country so as to keep pace with time and catch-up with appropriate technologies advanced.

At Field Level:

As sufficient disaster management involves community participation, the government needs to give priority on efforts for increasing awareness of the community, people and households regarding the practical ways of reducing disaster risks and losses. While formulating development programs of the country, the government needs to ensure that the disaster action plans are

established in the most disaster prone Upazilas and Unions with the aim to mobilize communities for preparing and protecting themselves, and also for increasing their own capacities to cope with and recover disaster without looking for outside help.

Issuance of Standing orders:

To maintain proper coordination amongst the concerned Ministries, Government organizations and line agencies, and also to ensure their proper functioning during disasters, the GOB has decided a guide book in 1999, named: Standing Orders on Disaster: as a basic tool. The standing orders outline the activities of each ministry/major agencies for efficient handling emergency situations.

Recovery and immediate rehabilitation:

The GOB has a system for need assessment at the grassroots levels in which UDMCs play important role. For quick assessment for both immediate and long term needs the pre designed demand forms are made available to the management committees at the field levels to be filled in and sent to the DDMCs for onward transmission to the DRR/MDMR. Immediately after each disaster, the process starts operating and continues till the affected people become able to get back their normal economic activities. There are two types of demand forms: one is SOS form which needs to be filled in within one hour of the disaster impact or at the earliest and sent /transmitted by UNO and DC as initial information to EOC located at the MDMR through Fax/Telephone/wireless. The second one is D- form which contains details of need assessment collected through UP members and Thana Officials, and is sent by UNO to the EOC through DC.

Current Activities in Disaster Management:

A certain level of logistic and administrative backing in legal form is required for response aspects, such as debris clearance, survey and assessment, distribution of relief supplies, repairs of essential services, declaring a particular District Area as calamity area etc. This is also required for mobilization of resources on an emergency basis and requisitioning of various essential services. Realizing this basic reality, DMB as per the direction of MoFD has drafted the following Act/Plans:

- i) National Disaster Management Act
- ii) National Policy and Disaster Management

iii) National Disaster Management Plan

iv) Disaster action plans for District, Thana, and Union levels

All these policy, act and plans are under examination stage at various levels and it is expected to be finalized very soon. The national disaster management act has reached to the final stage and Bangladesh government is going to publish the act as gazette form very soon. Bangladesh government has taken decision to give more focus on women's need in emergency situation in the in the newly formulated acts and policies. Bangladesh government needs to give more emphasis on proper implementation of the existing policy and plans for disaster management.

2.10: The importance of gender analysis in disaster management:

There is a growing international consensus on the need to consider gender issue in emergencies and humanitarian assistance. A gender approach is important to identify men's and women's different vulnerabilities to crisis as well as their different capacities and coping strategies, in order to build effective relief programs. Gender analysis can illuminate the unequal power relations underlying social institutions, to ensure that women are not further marginalized by relief interventions. Gender analysis can also assist in understanding changes in gender relations and identifies which occur during crisis and conflict situations and thus highlight potential for positive change. A gender analysis would not assert that all women are more vulnerable than men, but that gender is an important determinant of vulnerability.

While relief is often targeted at women, there is often little understanding of the gender relations underlying household livelihoods. A gender Analysis looks at men's and women's different access to resources and power within the household and at how this might be affected by relief interventions. A gender analysis also draws attention to the division of labor between men and women and specifically to women's responsibility for reproductive labor, which is likely to intensify under emergency situations. Gender analysis also looks at process of decision making, focusing on women's strategic as practical interests and the socio cultural constraints faced by women, restricting their behavior and mobility and thus their capacity to respond to emergencies.

In order for gender issues to be taken seriously, means of implementing policy and guidelines are required, such as marker systems for program appraisal, incentives or sanction for the inclusion of gender issues and systematic evaluation of the gender impact of programs.

1. Development of a gender analysis from the beginning of any response to an emergency situation. This will require the employment of staff with gender training, or the training of existing staff.
2. Registration of the refugee women
3. Attention to security issue
4. Gender should be a prime consideration in methods chosen to distribute resources
5. Early in the consultation process, means should seek to ensure that women are represented.

2.11. Women in Bangladesh:

Almost half of the population of Bangladesh is women. But they always remain in a backward position compared to man. Bangladeshi women face inequalities, including- low economic and political participation, low literacy rate, poor health and nutrition, social discrimination, unequal legal provision, gender based violence and trafficking. From the early childhood stage, women grow up with lack of confidence which is ultimately reflected in their decision making process. Women have less access to community governance, health and education facilities and less than optimal participation in economic decision making. They are mainly employed in rural agriculture and agro based activities, handicrafts and cottage industries and in garments industry. The over all scenario of Bangladeshi women compared to men are discussed below which will help to understand the need of especial attention to women during and after disaster. (Bangladesh National Report, 1995)

Poverty and access to, and control of financial resources:

Poverty is a useful component of the vulnerability of individual and the various social groups. Amartya Sen identifies poverty as lack of access to labor markets and employment opportunities and productive resources, lack of access to capabilities and public services as education and health; vulnerability to economic risks and to public and domestic violence as well as constraint of mobility, and lack of empowerment being without voice in family and national level.

Poverty is generally identified by the caloric intake by an individual. Incidence of poverty by sex of head of household by Direct Calorie Intake (DCI) method has shown that 24.4% men headed families living below hard core poverty line and 27.7% women headed family living below hard core poverty line. From the analysis of the caloric intake both in rural and urban areas it is found

that the percentage of women living below poverty line is higher than men. (BBS, HIES, 2002-2003)

Income Inequality:

Income inequality is another measure for the identification of poverty. In Bangladesh most women are involved in household activities and agriculture related or other small and cottage industries related works. Most of their works are not related with income generation. There is a huge gap in participation in income generating activities between men and women. As 68.9% of the male are involved in income generating activities and only 31.1% of the female are involved in income generating activity. As women are not involved in income generating activities, they have less participation in decision making process. (BBS, LFS 2002-2003)

Health condition:

Women have specific vulnerability in the area of health, particularly related to reproduction. Women have lack of equitable access to resources and their responsibility to childcare and sanitation and hygiene exposed them to particular risk. Pregnant and breastfeeding women need higher level of nutrition which they may not receive during disaster. In rural poor families, girls are given less food in comparison to children and adult in the condition of food crisis. Gender disparity is common in over all health sector in Bangladesh. Child death is higher in girls (28 per 1000) than boys (16.5 per 1000). Life expectancy at birth was 60.7 years for men 60.5 years for women. (BBS, Report on SVRS, June 2003)

Malnutrition:

Other indicators may be of use in measuring the degree of food security enjoyed by a particular population, the malnutrition index broken down by sex and age. Status related to nutrition is also different between men and women. Consumption of food and nutrition intake of women is lower compared to men. Although a housewife takes care of the health of all the members of the family but nobody takes care of her. Her daily caloric intake (1599k. cal) is lower than that of man (1927k.cal). (Islam & Sultana, 2006:58)

Illiteracy:

Illiteracy is also considered as an important factor as it determines the access to information, services and resources. It also determines the community preparedness for a disaster. After a disaster an educated community can easily cope with disaster. Illiteracy rate is higher in case of

female compared to male. The illiterate women are more vulnerable to natural disaster and other types of stress condition. Average literacy rate is 43.1% of which male is 53.9% and female is 31.8%. (World fact book 2008)

2.12: Women's need in disaster situation:

To address the needs of women during and after disaster, we have to identify the needs of women. Women and men have different needs in disaster situation. Bangladesh has much improved in disaster management. After disaster, food is not first priority for women as GOB and other non government and voluntary organizations provide food assistance after disaster. Shelter is the first priority in case of women as they suffer from physical insecurity ground after a disaster. Women lose their property and income generating activity, so credit assistance for income generation is needed for them. Training to make them capable to cope with the affect of disaster and make them more capable to take part in decision making process and after disaster rehabilitation activity is also needed. Women suffer from various health related problems during and after disaster due to lack of food and nutrition and lack of personal hygiene. Education is also an important factor for the women to make them more capable to cope with disaster.

2.13: The importance of gender analysis in disaster management:

There is growing international consensus on the need to consider gender issue in emergencies and humanitarian assistance. A gender approach is important to identify men's and women's different vulnerabilities to crisis as well as their different capacities and coping strategies, in order to build effective relief program. Gender analysis can illuminate the unequal power relations underlying social institutions, to ensure that women are not further marginalized by relief interventions. Gender analysis can also assist in understanding changes in gender relations and identifies which occur during crisis and conflict situations and thus highlight potential for positive change. A gender analysis would not assert that all women are more vulnerable than men, but that gender is an important, though not sole, determinant of vulnerability.

While relief is often targeted at women, there is often little understanding of the gender relations underlying household livelihoods. A gender Analysis looks at men's and women's different access to resources and power within the household and at how this might be affected by relief interventions. A gender analysis also draws attention to the division of labor between men and women and specifically to women's responsibility for reproductive labor, which is likely to intensify under emergency situations. Gender analysis also looks at process of decision making,

focusing on women's strategic as practical interests and the socio cultural constraints faced by women, restricting their behavior and mobility and thus their capacity to respond to emergencies.

2.14: Major impact of disaster on women:

Bangladesh is a poor developing country. It is densely populated. Lots of poor people live in the disaster prone coastal areas and new char land. Disaster not only causes loss of life but also has other impact on livelihood of the people. As the women of Bangladesh has less capacity to cope with the disaster situation due to their lack in access to resource, less mobility and less income generating activity, the impact of disaster is more severe on women's life. Some of the impacts are discussed below-

Demographic:

Bangladesh is one of the densely populated countries of the world. According to the UN Gender-development index, Bangladesh is ranked 102nd out of a total 146 countries. Out of the total population, 48.9% are women. Disaster affects men and women equally but women are less able to cope with the disaster situation.

Forced migration:

After disaster lots of people migrate due to the destruction of the household and income generating source. The proportion of migration of women is more than that of men. Most of the women migrate for livelihood needs to support themselves and their family.

Violence against women:

It is important to note that when entire families take shelter in refuge camp, there is a shift from the private life to the public sphere. Domestic violence also takes place in that situation. Act of violence is over looked as it is considered as a private matter. Sometimes traditional domestic violence takes place in a more grievous form in the refuge camp and other temporary shelter. During disaster lots of women lose their shelter. They have to suffer from various types of violence including physical assault and psychological torture.

Economic:

The most striking effect of disaster on women is the loss of economic resources and deterioration of economic status. Women on the margins of survival, living with the daily disaster of poverty

before, during and after natural disaster, are especially vulnerable. The economic impact of disaster on women are discussed below-

Women lose productive asset:

Women lose food security and household, when disaster destroys their land, seed and live stock. These losses are far reaching and long lasting. As the woman has lack of ownership of land they have become more vulnerable after every disaster. Single mothers in Bangladesh rearing children on the least desirable river plain chars found that flooding forced female-headed households from bad to worse land and eventually into low wage agricultural labor in local plantation. Women own less than 2% of total agricultural land in Bangladesh. (Enarson, 2000: 9)

Female headed household:

The vulnerability of female-headed household is different from that of female spouses in male-headed household. In reality, vulnerability is same for all women but it is more pronounced in case of a women living without partner. As a general rule, female-headed households are considered to be vulnerable on account of their poverty and lack of access to their social and economic resources.

In crisis situations, women may be forced to adopt survival strategies for which they are ill equipped, or untrained. Female-headed households, in particular, are likely to have fewer options available to them due to the lack of adult, able-bodied men on whose labor they can call. (Bradshaw, 2004:19)

Women become sole earner:

Disaster destroys all the valuable asset of a household. Earning income to replace lost crop, livestock or business equipment is essential for both men and women. At this stage the male member of the family migrates from their living place to other areas for job. But the social structure of Bangladesh makes women more dependent on men and less mobile to earn their income. During this period when women do not get any support from the male members but need to support the elderly people of the family and children is a challenging time for the women.

Women lose entitlement:

In general women of Bangladesh are not entitled to landed property; they are entitled to cattle, chicken or other movable resources. This movable resource gets totally destroyed during disaster.

Resource distribution in the household is not equal. Women's bargaining position depleted as their asset depleted during disaster their income earning option become inferior. Gender conflict increases in the affected area. Gender conflict over entitlements signaled impending economic crisis.

Women lose work:

In case of employment situation of women is worse compared to men. Women constitute only 5.8% of the employment generating activity compared to 94.20% by men. (HIES survey, 2005). The majority of women in Bangladesh are underprivileged, under nourished, illiterate and poor. After disaster the job opportunity reduces as lots of small industries and small business centre destroys during disaster. Proportionately women became more jobless compared to men.

Women lose job and work time:

Steady employment was determined to be the key factor in household recovery from disaster. But women are less likely to have steady job or continue them as before. Women agricultural workers lost their job when crop is destroyed. Women and men are equal in terms of loss of employment but the women are slower to return in paid work. After disaster the health hazard increases in every family. Women need to take care her family member and child and thus get less time to be involved in income generating activities. (Enarson, 2000:13)

Women recover slowly from economic loss:

Job loss, reduced income, expanded workloads, and difficult working conditions at home and working place make economic recovery from disaster slow and uncertain for both men and women. But women needs longer time for recovery. As observed in study on Bangladeshi women, they are less resilient to economic losses and face the brunt of the calamity. Male migration is a factor in slow women's recovery. Extensive burden of responsibilities are a significant barrier to women's recovery. Gender bias in investment policies during recovery may also deter women's recovery. Male power in disaster decision making is also a factor here.

Power relation of the house hold:

House hold structure is a key factor in emergencies in terms of their response capability and resilience, as well as their needs and their response to relief and reconstruction effort. As our society is male dominated, they take part in decision making and evaluation of losses after disaster. Here women's needs are very often ignored in disaster recovery process.

Housing condition:

In natural disaster like flood, cyclone and earthquake, there is a need to replace house or possession. Female headed households, the elderly and disabled will need extra assistance. Women may face particular problem during the disaster which result in with loss of shelter for the lack of privacy. This lack of shelter increases vulnerability and humiliation. In addition, crowded living condition as in refugee camps, often exacerbate male violence against women and children.

Cultural constraint:

In some cultures it may be considered inappropriate for women to pursue income generating opportunities outside the home. In this situation they need to work in their household compounds. The life style of women in Bangladesh is conditioned by age old traditions and male dominated institutions governing the family, society and the economy. Their lifestyle is governed by both culture and tradition and poverty and unemployment.

Highly vulnerable women:

Poor or low income women, senior women, female-headed households, indigenous women, woman living alone, home less women, women with physical disability, women in subordinated cultural groups, malnourished women and girls are most vulnerable among the vulnerable groups.

2.15: Root causes of women's vulnerability to disaster:

In general women are poorer than man through out the world. Women are economically dependent on the male members of the family. The health hazard of women that results from the multiple births contributes to low productivity and low income. The family responsibility, lack of education, lack of mobility also causes lack of involvement in different types of income generating activities ultimately make the women more vulnerable to different types of natural disaster. Women and men face different challenges during natural disaster because they have different role in the society. Women are more vulnerable to disaster through the socially constructed roles. Women are more vulnerable to natural disaster because they have less access to natural resources, are victim to gendered division of labor, they are less able to mobilize resources for rehabilitation.

The vast majority of people who survive emergencies do so because of their own coping strategies, rather than out side interventions. The strategies adopted and their impact varies by gender, as well as class, age and status within the family. Over all, men tend to have more options

than women and women may be forced to adopt survival strategies for which they are ill equipped or which increase their vulnerability in the long term. Female headed house holds may have particular restricted options. In humanitarian assistance, it is important not to improve the vulnerability of particular groups, either by undermining their coping strategies or by forcing strategies which is damaging. Supporting coping strategies may be best done by modifying existing development programs, using early warning systems to signal of adaptation.

There is a growing inter national consensus on the need to consider gender issues in emergencies, underlined by the inclusion of conflict as one of the twelve critical areas of concern in the Beijing world conference on women platform for action, in addition to concern related to violence and human rights.

If gender is not considered, there is a danger that women become invisible in relief programs, with men receiving most resources and participating in the planning and implementation of programs. This can led to increased gender inequality and may also hamper the effectiveness of relief programs, with women's capacities remaining under utilized and their need being not met. Conversely a focus on women alone may led to women being seen as the primary victims of emergencies, and to a failure to recognize men's and women's different needs and capacities, perhaps contributing to improved gender conflict.

Chapter 3

Content Analysis

Introduction:

This chapter attempts to identify the key indicators of an integrated disaster management policy, which will be able to address the need of pre disaster aspects such as disaster prevention, mitigation and preparedness which are vital for reducing losses from frequent or intense disaster. They also reduce massive expenditure on post disaster relief. There is an urgent need to enable a paradigm change in the approach towards dealing with hazards, and reducing the risk of disaster on communities. For this an effective framework for disaster management is the first step, providing for institutional structures for unified command, control and co-ordination, with legal sanctity and the ability to cope with the disaster situation. Disaster management systems that define the roles and responsibilities of each part of government and of institutions, integrated disaster management in development planning, multi hazard approach, effective inter agency cooperation and coordination, gender dimension, financial stability development of culture of share and disseminate knowledge, awareness generation, capacity building, disaster management plans at all levels etc in the broader framework of development may be taken as a model for disaster management policy. This chapter discusses key features of disaster management policy of seven countries and compare among the compliance of key indicators of a unique disaster management policy.

3.1: Key indicator of a disaster management policy:

An integrated disaster management policy is needed for dealing with hazards, and reducing the risk of disaster on communities. Policy that defines the roles and responsibilities of each department of government and of institutions, techno-legal regime, awareness generation, capacity building, disaster management plans at all levels etc in the broader framework of development, is defined as a successful disaster management policy. This chapter attempts to analyze disaster management policy of six developing and one developed country based on the indicators of a successful disaster management policy. The basic indicators of a successful disaster management policy is discussed below-

1. Integrating disaster management into development planning:

The objectives of the disaster management policy should sub-serve the overall goals of the state relating to economic and social development. Hence, policies on sustainable development should seek to reduce possible losses from disasters, as a matter of course. In other words, disaster prevention and preparedness should be an integral part of every development policy. Therefore, the state's development strategy shall explicitly address disaster management as an integral part of medium and long term planning, especially for disaster prone districts in the state.

2. Multi-hazard approach to disasters:

The disaster management (DM) framework needs to be augmented to meet the needs in the aftermath of unexpected and large-scale disaster. A successful DM policy must therefore provide, plan and prepare for all types of hazards and disasters that may be reasonably expected to occur in a region.

3. Effective Inter- agency co-operation and co-ordination:

Successful disaster response requires a quick and structured response. The active participation of affected communities, NGOs, private sector and various Government departments is critical to any responsible activity. Therefore, the disaster management policy shall focus on establishing response mechanisms that are fast, coordinated and participative.

4. Capacity building:

Managing disaster using only a handful of stake holders would be ineffective. Effective disaster management requires that especially vulnerable groups like the elderly, women, landless labor etc. be fully aware of the extent of their vulnerability to disaster to reduce its impact. Further, NGOs, private sector and the community must understand and be familiar with disaster management principles and practices, what their responsibilities are, how they can prevent disasters, how they must react during a disaster and what they can do to support themselves and relief work, when necessary. Training is an integrated component of capacity building. Gender issues in a disaster Management situation will be addressed and the empowerment of women towards long term disaster mitigation will be focused upon.

5. Gender dimension:

Gender dimension refers to specifically addressing the needs of women and men, girls and boys in the society as determined by their gender in the disaster management policy. Women's need will remain unaddressed unless special attention is given to the women. Women always remain invisible in the relief and rehabilitation activity due to their social back ward position. Gender issues in a disaster Management situation will be addressed and the empowerment of women towards long term disaster mitigation will be focused upon.

6. Financial stability:

Funds should be allocated to ensure the sustainability of the disaster management effort. One of the key elements in ensuring the long term sustenance and permanency of disaster management organizations is the manner in which funds would be generated and deployed on an ongoing basis.

7. Develop, share and disseminate knowledge:

Sharing and dissemination of specialized knowledge related to disaster management among various implementation agencies, NGOs, private sector and the community is important for successful disaster management. This will serve to sensitize people to the participative approach needed for effective disaster management.

3.2: Analysis of the disaster management policy of seven countries based on the key indicators:

Based on the key indicators mentioned above disaster management policy of seven countries were discussed in this chapter. Six of them are Asian developing countries, with same socio cultural environment like Bangladesh. Asian countries were taken as an example as the best practices in these countries are also possible to implement in the Bangladesh context. Only one example of Queensland disaster management act is taken as a developed country was taken for comparison with the developing countries.

3.2.1: Disaster Management policy of India:

India is vulnerable to different types of natural disaster like flood, drought, cyclones, earthquakes and land slide due to its geographical condition. As it is our neighboring country and we have same geographical location in the globe and needs to face same type of natural disaster. India is

an example of best practices for Bangladesh and best practices in India are replicable to our country as we have almost same socio economic condition.

Broad feature of disaster management policy of India:

Main features of the disaster management policy of India is discussed below-

1. Institutional structure for development of inter state arrangement of sharing of resources during emergencies.
2. Inter agency cooperation and collaboration.
3. Culture of planning and preparedness for capacity building
4. Construction designs as per Bureau of Standards codes.
5. Culture of special attention for more vulnerable groups.

We can take the example of section 40.C as an example of best practices. This section says that within a vulnerable community, there exist groups that are more vulnerable like women and children, aged and infirm who needed special care and attention during disaster situations. Effect is required to identify such vulnerable groups and providing special assistance in terms of relief, and medical attention. (GOI, 2004: 62-82)

The goal of any disaster management initiative is to build a disaster resistant/ resilient community equipped with safer living and sustainable livelihoods. The community is the first responder in the disaster situation. And for the proper utilization of the community effort the weakest part of the society should be given special emphasis. Emphasis on the backward portion will be taken as community level initiative.

So India has given special attention to the more vulnerable group of the society like women in their disaster management policy. This practice can be an example for Bangladesh.

The Ministry of home affairs on behalf of the government of India, has formulated the disaster management policy of India. If we analyze the disaster management policy of India with respect to seven key indicators, we find that- this policy has integrated disaster management in to the development planning of the country. It has a multi-sectoral approach, effective inter agency coordination and cooperation, but community level involvement in not adequate. Financial autonomy in disaster management has not yet been achieved; a memorandum has been drafted for

financial autonomy and sent to the finance commission for approval. Information sharing and replication of best practices are not yet established. This policy places special emphasis on women and other vulnerable groups during and after disaster, in relief and rehabilitation activity. The Disaster management policy of India also has the option of training and research for capacity building. So this policy fulfills four of the seven basic indicators of a comprehensive disaster management system, we can take the best practices of this policy to reform our disaster management policy.

3.2.2: Disaster Management policy of Pakistan:

Like all other Asian countries Pakistan suffers from lots of natural and human induced disaster that threaten to affect the lives and livelihood of its citizen. Natural disaster includes floods, earthquakes, land slides, cyclones and draught etc.

Broad feature of disaster management policy of Pakistan:

Key features of Disaster management policy of Pakistan is discussed below-

1. There are no long term, inclusive and coherent institutional arrangement to address disaster with a long term vision. For instance, the Emergency relief Cell is mandated to deal only with post disaster scenarios.
2. Disaster is viewed in isolation from the process of mainstream development and poverty alleviation planning. Some of the large development projects are bringing new forms of disaster and adding to the vulnerability of at risk communities.
3. Disaster Management, development planning and environment management institutions operate in isolation and integrated planning these sectors is almost lacking.
4. Absence of a central authority for disaster management and lack of coordination within and between disaster related organizations is responsible for effective and efficient disaster management in the country
5. State level disaster preparedness and mitigation measures are heavily tilted towards structural aspects and undermine non structural elements such as the knowledge and capacities of local people, and the related livelihood protection issues. (GOP, 2005:7)

If we analyze the disaster management policy of Pakistan based on the seven basic indicators it is found that Pakistan has not incorporated disaster management into its long term development plan. This policy has no proper coordination among different agencies but it has a multi hazard approach. No community level involvement is found, the Army plays an important role in disaster

management of Pakistan. Pakistan allocates financial budget of disaster management for one year. This policy has no capacity building approach and no special emphasis on women and other disadvantaged groups is given. Pakistan has flood related knowledge but information related to other hazards is not available.

3.2.3: Disaster Management policy of Philippines:

Philippines are one of the most disaster prone countries in the world due to its geographical location. It lies on the path of the turbulent typhoons. It is vulnerable to EL Niño. People living below the poverty line are 46.1%. Economy is mainly agro based.

Disaster Management Policy of Philippines:

Key features of the disaster management policy of Philippines are discussed below-

1. Disaster, whether natural or man made, affect every one, specially the poor, children, women and elderly who have least capacity to deal with disaster.
2. Government and private sector collaboration in relief and rehabilitation activity
3. Shift from the culture of relief to preparedness and mitigation
4. The government of Philippine adopts an all hazards, comprehensive, inter agency/ multi-sectoral, community based approach in context of the UNMDGs, with special emphasis to women's needs. (GOPa, 2005:3)

So here we see, disaster management policy of Philippines also has some special provision for women.

Analysis of the disaster management policy of the Philippines with respect to seven key indicators shows that- the Philippines have incorporated disaster management into long term development approach, this policy deals with multi hazard management. The Philippines have effective coordination among different agencies and the community level people are involved in disaster mitigation and disaster reduction. It has no financial sustainability. This policy places special emphasis on women in disaster management. There is scope for capacity building and knowledge management in this policy. Bangladesh has same economic condition like Philippines and disaster management policy of this country fulfills most of the key indicators of a successful disaster management policy. So practices of this country are applicable to our country and we can take the example of this policy to reform our own disaster management policy.

3.2.4: Disaster Management policy of Sri Lanka:

Sri Lanka is an island situated south of India, because of its shape and location it is called tear drop of India. Sri Lanka is prone of floods, cyclones, droughts and land slides. Flood and land slide are more localized and seasonal while droughts and cyclones are more wide spread and occasional.

Key features of the disaster management policy of Sri Lanka are as follows:

- 1.** Inclusion of improved professional practices in the areas of agriculture, land-use planning, construction and maintenance.
- 2.** Encouragement of participation of NGOs, private institutions and individuals, and soliciting and directing private donations to recipients in affected areas.
- 3.** Fostering scientific and engineering studies (e.g. landslide hazard mapping) as tools for sustainable development.
- 4.** Shifting emphasis to pre-disaster planning and preparedness, while sustaining and further improving post-disaster relief, recovery and rehabilitation capabilities.
- 5.** Integration of disaster prevention and preparedness in the national as well as sub national planning process. (GOS, 2002: 4)

Disaster management policy of Sri Lanka is not an example of successful disaster management policy, as it has not incorporated integrated disaster management into development planning, and it has no multi hazard approach. The main gaps identified in the current system of operation includes poor coordination between various agencies, and lack of training and education for official and the public, resulting in poor awareness and lack of capacity building. Disaster management policy of Sri Lanka has poor warning systems, inadequate emphasis on disaster preparedness, lack of finances and delays in relief distribution. This disaster management policy also has a drawback of giving less emphasis on gender issues. Identification of the gaps in this disaster management policy

will also help to identify the gaps in the disaster management policy and will also help to reform the existing disaster management policy.

3.2.5: Disaster Management policy of Nepal:

Natural disaster in Nepal is increasing every day due to her specific geographical location. Natural disaster like, flood or land slide are creating the destruction of development infrastructure like road, electricity, irrigation etc. The main challenges to disaster management are the absence of adequate coordination among agencies involved in it, the reactive not proactive disaster management efforts, the absence of a modern technology to give prior information and warn the citizen and absence of maps of the disaster prone areas.

Main features of disaster management policy of Nepal:

1. A long term disaster management action plan through co-ordination between donors, the government, NGOs and the private sector is established for more effective formulation and implementation of sectoral programs based on action plan.
 2. The study of environmental impact and disaster evaluation study of infrastructure construction projects is compulsory.
 3. Public awareness programs are launched to increase people's participation in the management of natural disasters including floods, land slide and earthquakes.
 4. The institutional strengthening of organizations involved in disaster management will be emphasized and disaster management will be developed as central coordination unit.
- (GON, ND:1)

The disaster management policy of Sri Lanka was also analyzed on the basis of seven key indicators. Analysis shows that the disaster management policy of Nepal has not incorporated disaster management in the development plan and no multi hazard approach. There is effective coordination among different agencies during disaster management and the community level people are involved in this system. Disaster management of Nepal has no financial sustainability. There is a scope for Knowledge management but no steps are taken for capacity building. There is no scope to give special emphasis to women or other vulnerable groups.

3.2.6: The Queensland Disaster Management Act 2003:

All the disaster management policies discussed above gave an idea about the disaster management policies of the developing countries. Though Bangladesh is a developing country and the comparison made above will help us to make a decision about the suitability of our disaster management policy to address the needs of the people in emergency situation but to reach a conclusive decision I have also taken an example from a developed country. The disaster management policy of Queensland gives emphasis to continuous improvement of policy, programs, practices and service delivery to improve community safety. It develops risk registers at all levels of the disaster management system that clearly identify community vulnerability and the broader social and economic risks that associated with disaster.

Key features of the disaster management policy of Queensland:

1. Focus on a comprehensive, all hazards, all agencies approach to disaster management.
 2. Mainstream disaster mitigation in to relevant areas of activity of government, non government, small business and corporations.
 3. Outline the governance and accountability arrangements in place that support achievements of disaster management priorities.
 4. Establish formal relationship with researchers to incorporate disaster management knowledge into effective policy and practice.
 5. Assist all communities including indigenous communities to implement disaster risk management processes.
 6. Develop risk registers at all levels of the disaster management system that clearly identify community vulnerability and broader social and economic risks associated with disaster.
- (SOQ, 2005:4,8)

The Queensland Disaster Management Act 2003 is discussed in this paper as an example of the disaster management policy of a developed country. Queensland has integrated disaster management in to development planning, focusing on a comprehensive, all hazards, all agencies approach to disaster management. This involves effective coordination and cooperation among different government, non government agencies and community level organizations. It has special focus on the most deprived portion of the society. This policy performs research which has a key role in advancing knowledge of natural disasters, gathering and using knowledge for the future. So from the analysis of this disaster management policy we see that this policy fulfills all the key indicators of a successful disaster management policy. This policy gives emphasis to the most

deprived portion of the society and as the women are most deprived in the social context of Bangladesh, replication of this practice in the disaster management policy will help us to give more focus on women's need in emergency situation.

3.2.7: Disaster Management policy of Bangladesh:

Bangladesh is one of the disaster prone countries in the world. For its special geographical location Bangladesh has become worst victim of natural calamities. Major Disasters that occurs in this country are: tropical cyclone, tidal bore, flood, tornado, river bank erosion, earthquake etc.

Key indicators of the disaster management policy of Bangladesh:

There is no tailor made policy for disaster management in Bangladesh, the standing order for disaster management and strategic plan and different circulars issued time to time acts disaster management policy for Bangladesh.

Key features of disaster management policy of Bangladesh are discussed below-

1. Disaster management policy of Bangladesh involves preparedness, response, recovery and mitigation as key notes for building self reliance of community people.
2. Engages the whole of government in risk reduction and risk management through main streaming and advocacy strategies.
3. Develops policy and operational framework for sustainable condition, collaboration and information management across government, and with disaster management stakeholders.
4. Establishes formal partnership with government agencies, NGO, civil society and private sector for effective and sustainable service delivery.
5. Establishes and maintain strong regional partners and networks, and actively contribute to national, regional and international disaster management agendas.
6. Pursue the standardization of disaster management training and systems to align with best practice standards, models and competencies. (GOB, 2003: 10,11 and SoD, 1999: 1-174)

Disaster management strategy of Bangladesh is analyzed based on the key indicators of a comprehensive disaster management policy. Disaster management strategy of Bangladesh focuses on long term poverty reduction, multi-sectoral and multi organizational coordination; it places emphasis on community involvement. But in practice, community level committees are not fully established. The Disaster management system of Bangladesh is not yet financially self sufficient. The field level organizations depend on the decisions of the central ministries. Knowledge management is not strong. Government has a mission to give special emphasis to women but in

practice, this does not happen. Disaster related training and awareness building and community level capacity building in Bangladesh is not up to the mark

All the countries have almost same socioeconomic condition and faces same types of natural disaster. Among the seven countries six are Asian developing countries and one is a developed country. As all the Asian countries face same types of natural disaster and have same institutional and technological support and socioeconomic condition, so practices in these countries are replicable to Bangladesh. Disaster management policy of Queens land, Australia, is just used for comparison of the disaster management policy of developing countries with the developed countries. All the successful disaster management policy gave special emphasis on women's needs in their disaster management policy; those policies also give emphasis on inter agency coordination and cooperation, capacity building and financial stability. So these practices can be used as an example for Bangladesh. Bangladesh Government is going to take steps for formulating an integrated disaster management policy for more successful management of disaster situation. A more gender sensitive policy is needed for addressing the women's need in disaster situation whose needs remain unattended in traditional disaster management system.

Chapter 4

Data Analysis

Introduction:

In chapter 3, I have tried to identify some of the key indicators of a comprehensive disaster management policy and also to compare the disaster management policy of seven countries based on those key indicators. This chapter will attempt to have an overview of the relevant policy and circulars regarding disaster management and women's needs in emergency situation. Chapter 4 will also try to focus on some literatures and research works to justify the need of special emphasis on women's need in emergency situation. Bangladesh Government has taken some steps like formulation of the strategic plan, corporate plan and standing order for proper coordination and the over all function of the disaster management system. Constitution is the supreme law of the country and all the policy formulated in Bangladesh need to comply with constitutional provisions. The constitution of Bangladesh gives emphasis on the development of women and the least developed portion of the society. All other relevant literatures discussed in this chapter focuses on the incorporation of women's issue in the overall disaster management system for properly addressing the women's needs in the emergency situation. Bangladesh Government is signatory of lots of international treaty and conventions to uphold the women's right. But in reality, there is a gap between theory and practice. Disaster management system of Bangladesh is recognized as one of the most successful disaster management system in the world. But our field experience shows some gap in addressing most vulnerable groups in emergency situation as this disaster management system does not focus on gender perspective in relief and rehabilitation activity. This chapter attempts to identify the gap between theory and practice and also attempts to express the real experience of women regarding disaster management system of Bangladesh.

4.1: Literature review:

The disaster management system of Bangladesh is based on a standing order and some government orders and circulars which are treated as disaster management policy. Formulation of all these orders and circulars are based on some laws and authorities. The constitution of Bangladesh provides a clear guideline for formulation of these policies. Fundamental principles

of the State policy as elaborated in the constitution categorically emphasized the issue of meeting the basic needs of the people. The Constitution of Bangladesh through fundamental principles of the State policy: Article no. 8-25, provides outline of the public policies and development goals, objectives and strategies (Aminuzzaman, 2002: 52-53). The Constitution of the Peoples republic of Bangladesh has special provision for ensuring the women's right and participation in every sphere of national life.

Article 10 says about the women's participation in every sphere of national life.

Article 19(1) says about the states responsibility in ensuring equal opportunity to all citizens.

Article 28(4) says about the states right in making special provision in favor of women or children or for the development of any least developed portion of the citizen. (The Constitution of Bangladesh, 2004: 6, 8)

So according to the instruction of the constitution government should take some steps to ensure women's right in emergency situation and to ensure equal opportunity for both men and women. And it will only be possible if the Disaster management policy of Bangladesh focuses on women's need.

The Ministry of Food and Disaster Management, the Peoples Republic of Bangladesh, has issued the Standing orders on disaster management. The initial local disaster management policy guideline, *Standing Order on Disaster*, was issued in 1997, and in 2005, it was revised into *Standing Order on Disaster Management*, although the document has not been finalized yet. This order gives a guideline for the disaster management system in Bangladesh, structural framework of disaster management system, functions of all members and agencies related to disaster management. All ministries /departments and agencies shall prepare their own action plan in respect of their responsibility under the standing order. It gives a clear guideline about what should be done before, after or during disaster period. (GOB c, 1999: 1-174) In this research paper I have tried to compare the provisions of this standing order with respect to the disaster management policies of other countries.

The Strategic management bureau of the Government of the People's Republic of Bangladesh has formulated the strategic plan 2005-2006 depending on the decisions of the World conference

of disaster reduction held in Kobe, Japan on January 2005. This strategic plan focuses on the inter agency coordinated disaster management plan, disaster risk management principles and practices which is mainstreamed in the whole of government and national development process. This strategic plan also gives emphasis on education and training to community level people to build disaster resilient communities that have enhanced their coping capacities across a broader range of hazards. This strategic plan emphasizes general levels of coordination and cooperation at regional and national levels, and thus enhances the whole government information, warning and reporting systems. (GOB a, 2005:4-13) Though this strategic plan covers almost all the area of a comprehensive disaster management system, there is still much to be done, particularly in the areas of mainstreaming disaster management and building our national and regional cooperation framework.

In the World Conference on Disaster Reduction (WCDR) held in Kobe, Japan on 18-22, January, 2005, Bangladesh declared the corporate plan 2005-2009 on behalf of the Ministry of Food and Disaster Management. This plan outlines the key challenges and opportunities of the disaster management system, and the future direction of focus of the disaster management policy of Bangladesh. The major challenge that impact how the MoFDM plan its strategies and programs can be grouped in to six categories- technological, sociological, environmental, economic, and in addition, the government priorities and outcomes for the communities and emerging trends in disaster risk management nationally and internationally. Technological development, knowledge management systems which include ensuring integrity of data capture, criticality of information sharing and integrated information system is a major challenge for the disaster management system of Bangladesh. The ministry also needs to develop programs and services that recognize issues of gender and the socially disadvantaged and the impact of hazards on specific social groups-the poor, women and girls and the socially disadvantaged. And the proper implementation of this corporate plan will help the MoFDM to have a professional, capable and skilled best practice disaster risk management system, mainstreaming in the whole-of-government and national development process, disaster resilient communities that have enhanced coping capacities across a broader range of hazards. This will also help in development of policies and programs that recognize climate change impacts on hazards and risks to communities and also in greater level of coordination and cooperation at regional and national levels, and enhanced whole of government information, warning and reporting system. These corporate plans will also help to have a robust, well-managed, and equitable and disaster risk resilient national food security system. (GOB b, 2005: 5-20)

Besides these government initiatives, I have also gone through some research works in home and abroad to establish my argument. A report commissioned through the WID desk, European commission, directorate general for development by Bridge Byrne with Sally Baden in November 1995 on "Gender, Emergencies and Humanitarian assistance" describes gender approach in identifying men's and women's different vulnerabilities to crises as well as their different capacities and coping strategies in order to build effective relief programs. There is a growing international consensus on the need to consider gender issue in emergencies. A range of non-government, bilateral and multilateral agencies have begun to examine their own policy and practice in relation to gender issues in relief and rehabilitation, with policy and planning frameworks, guidelines and a variety of tools being adapted to increase sensitivity to gender issue. It is therefore an opportune moment to review the debate on gender and emergencies and to assess the experience to date of attempting to bring gender concerns into relief work. There is a wide spread conception that women and children are primary victims of emergency situations. (*Brine & Baden, 1995: 2-3*) I have tried to establish my argument in favor of giving special emphasis on women's need in emergency situation based on this report and other similar research works.

In a research carried out by *Elaine Enarson* on behalf of the International labor organization (ILO) on "Gender and natural disaster" in 2000 addresses the employment and other socio economic challenges arising from natural disasters. This report has been prepared within the framework of the ILO to focus programs on crisis response and reconstruction, which also calls for serious consideration of gender concerns in crisis work. The report concludes with strategic recommendations and a project proposal for main streaming gender concerns in crisis response and reconstruction. (*Enarson, 2000:1-38*) This report draws on case studies and other empirical research from different parts of the world to identify areas of concern and needed action. Though this report is not based on Bangladesh but it identifies the root causes of gender vulnerability. Economic insecurity makes women especially vulnerable, and disaster also affects the women's work. Here broad areas of action are identified and illustrated with examples of equitable disaster interventions. This report takes the example of women from India, Afghanistan or poor African countries, where the empowerment of women with recognition of their knowledge and working capacities contributes much in the community during the reconstruction period after disaster. This report will help us to identify the root causes of women's vulnerability in disaster and also help to find some way to cope with emergency situation.

Another similar type of research carried out by *Angus Graham* 22 October 2001 on behalf of United Nations, Division for the Advancement of Women (DAW) on “Gender mainstreaming guidelines for disaster management programs” outlines the role of Socio-Economic and gender analysis in addressing the need to tackle root causes of vulnerability to natural disaster. This provides a guideline for elaborate disaster management. This paper recognizes that the inclusion of disaster reduction measures constitutes a central aspect of any development policy. Selected materials from case studies and guide lines in the field of food and agriculture are used to elaborate the principles and concept of a socio economic and gender analysis approach to disaster management. (*Graham, 2001:4-26*)

Another study is carried out by *Sirajul Islam* and *Mahbuba Haque* in June 28, 2007 on behalf of INAFI Asia Trust on “Poverty reduction and Empowerment of Women through Gender Mainstreaming in Development Activities and Microfinance: some evidence from Asian experience”. This research paper talks about a new concept of poverty reduction, and also about access to livelihood resources, capacity building and security against vulnerability through equal opportunity in macroeconomic and social policy to promote growth and reduce poverty. Having a gender perspective means to be aware that for cultural, class, legal and or other reasons men and women generally have different roles to fulfill, different access to and control over resources, different needs and priorities and as a result different constraint and opportunities and bargaining power in the way they relate. These differences between men and women in a household, community and society as a whole vary according to the area and target group considered. It is therefore necessary to check the local reality before designing a disaster management system. (*Islam & Haque, 2007:7-29*). Most of the experiences of this research paper are based on South Asia. It is not enough just considering the empowerment of women in order to benefit their families and communities, but also pay attention to the benefits of enhancing women’s activity for the well being and self esteem of women themselves. Without reasonable income security, people lack real freedom to make rational choice and be socially responsible. Without collective and individual voice, the vulnerability will remain that way. All the findings of this research paper help me to establish my own argument with respect to focus on women in relief and rehabilitation activity.

All these literatures discussed above gave emphasis on the special consideration of women’s issue to address women’s need during or after disaster. Bangladesh government has constitutional obligation to address properly women’s need in the emergency situation. The over all objective of the disaster management system of Bangladesh is to address the vulnerable population which is

not concerned about gender perspective. The standing order for disaster management gives guideline for outline of the disaster management committees in each tier of disaster management system and the function of each committee. The field level committees have provision to include women as members to ensure women's right in relief and rehabilitation activity. But there is no job specification for the women members and the strategic or corporate plan has no clear guide line about ensuring the women's right and participation in the over all disaster management system. All these practices create a gap between theory and practice. In this chapter I have tried to find out the actual scenario of disaster management in Bangladesh by collecting data from all levels of population related to disaster management system like vulnerable groups, policy implementing agencies and policy formulating agencies.

4.2: Data analysis:

In this dissertation effort has been given focusing the disaster management system of Bangladesh which is based on the disaster management policy. So I have tried to reflect the opinions from all the members of the policy subsystem. A comprehensive disaster management policy should focus on the target population, so my first thrust was to reflect the opinions of the vulnerable groups then I have concentrated on the policy implementation. I have also talked with the people who are related to the policy formulation.

Group 1: Opinion of the vulnerable groups:

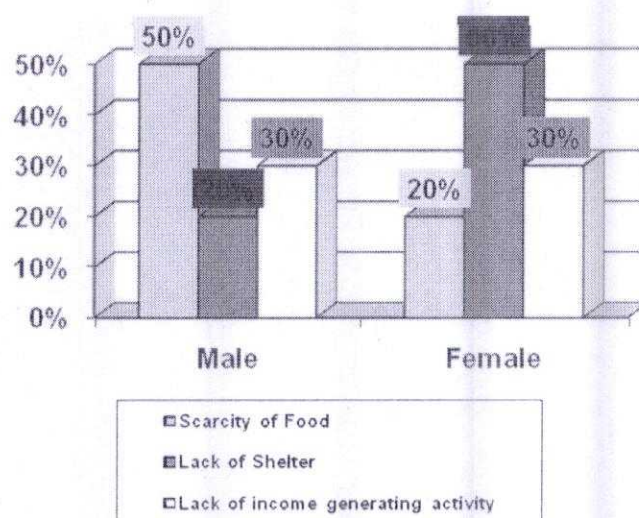
Data was collected from two unions named *Raipur* and *Chatury*; both these unions belong to *Anwara upazila* of Chittagong district and geographically these two unions are very much close to the costal area of Bay of Bengal. All the inhabitants of these two unions are regularly victimized through tidal bore and small scale cyclone and sometimes with large scale cyclone like the devastating cyclone of 29 April, 1991 severely affected these two unions. More than twenty five thousand people died and crops and physical infrastructure were totally damaged due to the hit of that cyclone. According to the opinion of the local people mostly women and children died during that cyclone. For the geographical location and socioeconomic condition, the inhabitants of these areas are very much vulnerable to natural disaster. All the inhabitants of these two unions are fishermen as the total area of these two unions are inundated every day with salty water of tidal wave of sea and the salty soil is not suitable for any type of crop production. This special geographical feature made them poor and totally dependent on nature for their livelihood.

Opinion was collected from thirty people of different age, sex and socio economic condition on a random basis. As the main focus of this research is to find out either the existing disaster

management system is capable to addresses the women's needs I have tried to give more emphasis on the response of women respondents. Of the thirty respondents twenty were female and ten were male and they represent the female headed and male headed households respectively. According to all the literature discussed above, women headed households as more vulnerable than male headed households. In the next part of this chapter I have tried to compare the theory and practice with respect to the disaster management system in Bangladesh.

Figure 3: Perception about major challenges faced by the vulnerable groups after disaster:

Food and Shelter are the basic needs of the human being. In the emergency situation it is a great challenge for the affected population to fulfill these basic needs. All the data collected from the field level shows that men and women have different perception about the basic needs but lack of income generating activity is recognized with same degree of privilege by both these two groups.



From the analysis of all the data collected from the vulnerable group show that scarcity of food is the most severe challenge to the male respondents and shelter comes to the next position. Whereas in case of female respondents shelter is the main challenge as they have to face security related problems in the cyclone shelters, which is not faced by male. All the respondents gave same opinion for the need of income generating activities. As the women of the female headed families become sole earner after disaster, they have same responsibility to maintain their families after disaster as that of a male.

Table 1: Opinion about cyclone shelters, either it is suitable or not for women as shelter:

Both *Raipur* and *Chaturi* have ten cyclone shelters in each union. But all these cyclone shelters are located near or close to the center point of the unions and there is no cyclone shelter in remote areas of the coastal belt. Inhabitants of these remote areas need to travel four to five kilometers to take shelter during an imminent disaster and women of the village are often not interested to leave their home. Female are bound to stay under the same roof in the shelters with men and this one reason discourages women to move to shelters where absence of minimum privacy like separate room, lavatories and most important is security from sexual harassment in these shelters. So male and female have different perception about the living facilities in the cyclone shelters. From the analysis of the data obtained from the field level survey shows that-

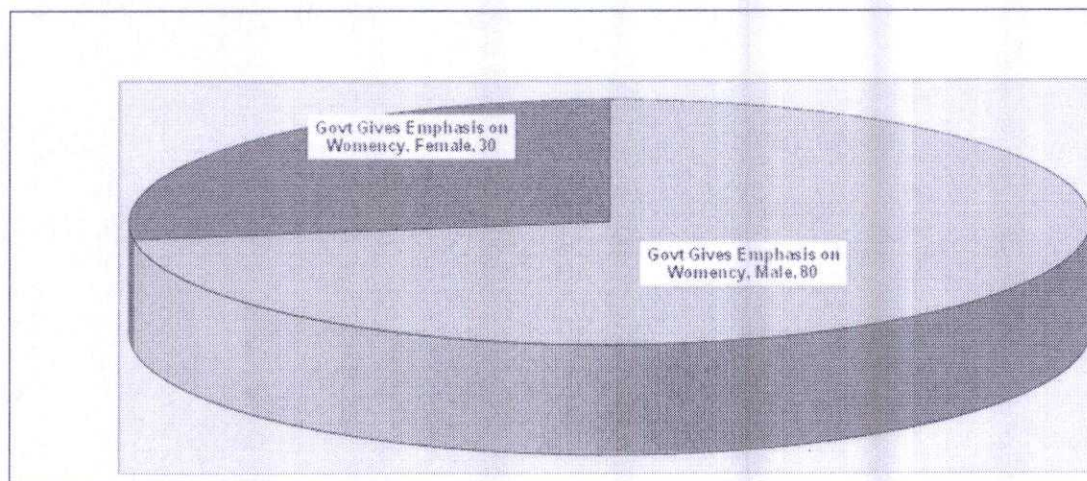
Parameter	Male	Female
Satisfied about Suitability as shelter	80%	10%
Satisfied about Security facility	90 %	30%
Satisfied regarding Toilet acility	70%	10%

From the analysis of data obtained from the opinion of the vulnerable groups, it is found that there is a significant difference in the perception of male and female regarding the suitability of the cyclone shelters for women's living. Most of the male respondents are satisfied with the existing living facilities of the cyclone shelters. But the women respondents differ from men in their opinion. Ninety percent of them did not think the cyclone shelters suitable for their living. They specifically spoke for the security issue and toilet facility. So the overall response from the two socially distinct groups is significantly different. Without addressing the women's issue separately it is not possible to fulfill the women's need in relief and rehabilitation activity.

Figure 2: Vulnerable group opinion about Government relief and rehabilitation activity:

Government of People's Republic of Bangladesh and other non government and social organizations start relief operation after the onset of disaster. Bangladesh government has mandate to provide better service towards women and also have decision to place women in the top priority list in case of relief distribution. But the community finds it in a different way and

difference also exists in the opinions of male and female. 80% of the male respondents gave their opinion as the disaster management system of Bangladesh gives emphasis towards women where as only thirty percent of the female respondents agree with the males opinion.



The religious social structure of Bangladesh discourages the women to come outside home to receive relief materials distributed by different government and non government organizations. And the traditional relief distribution system has no scope for gender based assessment of the vulnerability in the affected area and lack also exists in need based relief distribution. Thus the female-headed house holds often become invisible in the relief operation. All these factors help two third of the women respondents to become dissatisfied about existing disaster management system.

Table 2: Community perception about the food and the medical services to address the need of pregnant and lactating mother:

During and after disaster government supplies food through VGF programme and also provides medical services through medical teams in the affected areas. Food that is supplied by the VGF program is selected considering the over all needs of the vulnerable groups but it does not consider the special nutritional needs of the pregnant and lactating mother. And the services provided by the medical team focus on some general health related problems of the vulnerable groups and do not provide especial attention towards the need of pregnant and lactating mother. And the male respondents were also not aware about the special needs of women during pregnancy or lactation period. So the male respondents have different opinion regarding these two services provided by the government. The degree of satisfaction regarding this two services are shown in the table -

Services	Male	Female
Food supplied by the VGF program	80%	30%
Medical services by Medical team	40%	20%

Most of the male were satisfied about the food supplied by the VGF program to fulfill the special need of pregnant and lactating mother, whereas only thirty percent of the women respondent agreed with them. But in case of medical facility, both these groups have similar opinion as both male and female respondents agreed for the lack of focus in the medical services to address the special needs of pregnant and lactating mother.

Table 3: Vulnerable group opinion for addressing women's needs in post disaster relief and rehabilitation activity:

Male and female respondents analyze the situation differently and have different perception about the needs of women in emergency situation. As the disaster management system is men dominated, very often women remain invisible in relief and rehabilitation planning and involvement of women in all the stages of disaster management system may be the way to address women's need. Over all suggestion of the respondents regarding the way of addressing women's need in relief and rehabilitation activity are shown in the table below-

Parameter	Male	Female
Through participation in relief distribution stage	40%	40%
Through Special assistance for returning to regular life	20%	30%
Through Active participation of women UP members in disaster related function	40%	30%

Both the male and female respondents gave the same opinion about the active participation of women to ensure the women's needs. But the male and female respondents have different opinion about the necessity of special assistance in order to bring the women back to regular life. Interesting finding was that the women respondents are less interested about the empowerment of women UP members to participate actively in the relief and rehabilitation activity. They believe that the women members act for the UP chairman and they do not act as representative of women

of the community. Women members should be empowered first in the union parishad with specific job description, and then they will be able to represent the women of the community and ultimately will be able to contribute more effectively in disaster management system.

Table 4: Vulnerable group opinion about the way of making the women more resilient to natural disaster:

Bangladesh is a regular victim of cyclone and other type of natural disaster for its geographical location. Assistance from the out side is not a permanent solution to help the victims. Women constitute about half of the population in any community. The women of the society need to be equipped in such a way that they themselves become more resilient to cope with the disaster situation. Data collected from the two unions show that women who are less educated and less conscious about the emergency situation and are not involved in any sort of income generating activity are more vulnerable to natural disaster. Training and education can make the women more conscious and more equipped to participate in the income generating activity and ultimately cope with natural disaster. All the respondents were asked about the way of women's capacity building and their response is summarized in the table below-

Way of women's capacity building	Male	Female
Through Education	20%	30%
Through Training	80%	70%

Male and the female show the same trend in case of need of education and training to build awareness in women for active participation in disaster management system and ultimately making them more resilient to natural disaster. Both the groups gave more emphasis on training for aware ness building and income generating activity to cope with natural disaster.

Table 5: Community opinion about the way of making the existing Disaster management policy more gender sensitive:

The respondents were asked about the way of making the existing disaster management policy more suitable to address women's needs. A large portion of the respondents were not aware about the disaster management policy of Bangladesh. But respondents who participated in the training programs arranged by the Union Parishad or NGO for awareness building gave valuable opinions. Overall impression of the respondent groups are shown in the table-

Parameter	Male	Female
Through reform of the existing policy	20%	60%
Through proper implementation	50%	30%
Need no change	30%	10%

The female respondents gave more emphasis on giving special attention for women in the existing disaster management policy but the male respondents gave more emphasis on the implementation of the existing disaster management policy. One third of the male respondents were against any kind of reform of the existing disaster management policy.

Group 2: Opinion from the policy implementing Agencies (Government officials/ local government representative/ NGO representative):

Effectiveness of the existing Disaster management system as well as policy was analyzed by taking opinion from all the actors of the policy subsystem related to disaster management. After the vulnerable groups opinion was also collected from the policy implementing groups. Actors who are involved in the implementation of the disaster management policy in the field level are elected official such as Union parishad chairman and members, local Member of Parliament, appointed official like Deputy Commissioner and Upazila Nirbahi Officer and other stake holder like NGO representatives. In this group the number of total respondents was thirty. Of the thirty respondents, twelve were Union Parishad members, three women members elected to reserved seats, ten NGO representatives and two UNOs, one Deputy Commissioner, one District Relief and Rehabilitation Officer (DRRO) and one Project Implementation Officer (PIO). These groups were also asked the same questions like the vulnerable groups but their response is significantly different than the vulnerable groups. As this group of respondents is responsible for implementing policy in the field level, opinions of this group represent the practical scenario of disaster related activities in Bangladesh.

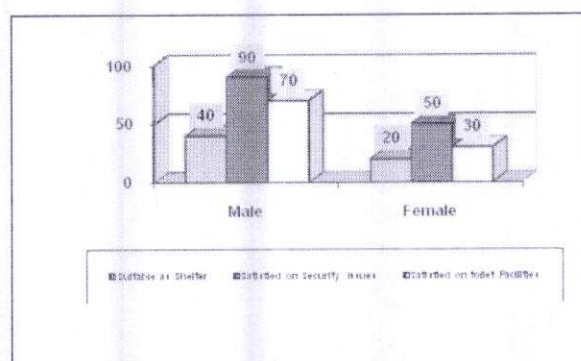
Among the thirty respondents the government officials and most of the elected representatives were satisfied about the existing disaster management system but the NGO representatives and some of the elected representatives argued for special attention towards women in emergency situation. And here satisfaction was also influenced by gender perspective as half of the male respondents were satisfied with the existing disaster management system and according to this group existing disaster management system has proper emphasis on women's need. Where as all

the women members have strong argument for giving special emphasis to women in emergency situation.

Table 6: Policy implementing agencies opinion about cyclone shelters, with respect to women's living:

Actors of the policy implementing agency also asked about the suitability of the cyclone shelters for women's living. The opinion of the policy implementing agency is significantly different than that of vulnerable groups regarding shelter. From the analysis of the data it is found that only forty percent of the male respondents were satisfied with the existing condition of the cyclone shelters with respect to women's living this number is half in percentage compared to the vulnerable male group.

Parameter	Male	Female
Suitable as shelter	40%	20%
Satisfied regarding security related issues	90 %	50%
Satisfied regarding toilet facility	70%	30%



Male respondents are more satisfied about the security related issues and toilet facilities compared to the women respondents. Here the trend of response is similar to the vulnerable groups but their degree of satisfaction or dissatisfaction is dissimilar.

Table 7: Policy implementing agencies opinion about the food and medical services provided by the government with respect to addressing pregnant and lactating mother's need:

All the members of the policy implementing agency were asked either the existing disaster management system give any special emphasis towards women. 80% of the male respondents gave their opinion as the existing disaster management policy gives emphasis to women, but only 40% percent of the women respondent agreed with male. These groups of people are also responsible for distribution of relief materials and involved in VGF program and also provide medical facilities in the affected areas. As this group directly works in the affected area, I found

their opinion very important to understand the practical scenario existing disaster management system in Bangladesh. When I have asked about the suitability of the food supplied by the VGF program and the medical services are either suitable or not to fulfill the needs of pregnant and lactating mother, male members of the policy implementing agency are much more satisfied compared to women regarding these two services. Overall satisfaction of male and female about these two services are summarized in the table below-

Parameter	Male	Female
Food supplied by VGF program	80%	60%
Medical services	60%	30%

So from the above table it is found that the trend is similar to the vulnerable groups but the rate of satisfaction is higher in case of the policy implementing agency. The reason may be that they themselves do not face the hazards of the disaster and sometimes from the central position they can not feel the pains of the periphery.

Table 8: Policy implementing agencies opinion for addressing women's needs in post disaster rehabilitation activity:

In the post disaster relief and rehabilitation operation, members of the policy implementing agency play a very important role of coordination among different organizations. The NGO representatives and the members of the local government also take part in these activities. I have tried to get opinion from all the members of policy implementing agency about the way of ensuring women's need in emergency situation. Overall finding is summarized in the table below-

Parameter	Male	Female
Through participation of mass women	40%	30%
Through special assistance	20%	30%
Through enhanced participation of women UP members	40%	40%

This table shows the same trend as the vulnerable groups. All the members of the policy implementing agency gave emphasis on the active participation of the women in UP member in disaster related functions. The women respondents gave equal importance to both special

assistance to women and need of participation of women in the relief distribution stage. But the male respondents are less interested about giving special assistance to women and gave more emphasis to the participation of women in the relief distribution stage.

Table 9: Opinion from Policy implementing agencies to make the women more resilient to natural disaster:

Policy implementing agency is responsible for implementing government decisions in the field level through relief distribution, awareness building, and provide different types of training to the root level population. As half of the population of the society is women, relief operation will not be successful without their active participation. Women's capacity to cope with the disaster situation can be enhanced through training and education. The policy implementing agencies opinion about the way of capacity building of women is shown in the table below-

Way of women's capacity building	Male	Female
Through Education	50%	40%
Through Training	50%	60%

The women members of the policy implementing agency gave more emphasis on the training for awareness building and capacity building for making women more resilient to cope with the challenges of disaster. But the male respondents gave equal weight to both training and education for women's capacity building.

The members of the policy implementing agency function in the field level. They have practical experience about people's expectation in the emergency situation and they also have the idea about actual problem arises in the field level during disaster period. The existing disaster management policy can better address the needs of women either by reforming the existing disaster management policy or through proper implementation of the existing disaster management policy.

Both male and female gave same importance on the need of proper policy implementation but the women respondents were more interested on giving more emphasis to women in the existing disaster management policy. About one third of the male respondents gave their opinion as the existing disaster management policy is enough to address the women's needs.

Group three consists of the members involved in policy formulation. Policy formulation is a complex multi-sectoral function and lots of actors are involved in policy formulation process. In a developing country like Bangladesh as the political institutions are not well organized Bureaucrats play the major role in policy formulation. Member of the civil society, media, NGO and other professional groups also play a very important role in policy formulation. In this dissertation attempt was taken to have the opinion of the persons involved in policy formulation. Interview was taken from twenty persons, five from the ministry of Food and disaster management, four from the Bureau of disaster management, seven members of civil society (two Business person, two lowers, one journalist and two women social entrepreneurs) and four academicians.

Though the bureaucrats play the major role in policy formulation process, other stake holders like media and civil society plays role in opinion formation to make the publicly acceptable. More than half of the respondents of this group have negative opinion for the suitability of the existing disaster management policy to address women's need. Data obtained from the field level survey shows that there is a huge gap between the perceptions of the government officials and the other actors of the policy formulation process. All the Ministry and bureau officials have positive opinion about the suitability of the existing disaster management policy to address women's needs but the academicians, civil society members and other actors of policy formulation have negative opinion in this issue. Policy is formulated in a top down basis in our country and perception about the issue is not clear many times to the central authority, so policy which formulated by the central authority does not fulfill the expectation of the community level people.

Table 10: Opinion from policy formulating authority about the gender of the most vulnerable groups:

The first step in the policy formulation is identification of the problem. Identification of the target group is the first step for the identification of the problem. All the respondents related to the policy formulation were asked about the gender of the vulnerable groups. And the opinion is summarized in the table -

Men	05%
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All most all the respondents have the same opinion about children and the old persons to be worst victim in case of any natural disaster. But when they are asked specifically about either gender, about ninety five percent of the respondents gave their opinion for the women as most vulnerable and only one respondent believes as men to be more vulnerable.

Table 11: Opinion of the policy formulating agency about the way of addressing the most vulnerable groups:

From the table mentioned above, it is found that almost all the members of the policy formulating agency believes that women constitutes the most vulnerable part of the community in case of natural disaster. As this group of respondents is directly involved in policy formulation, I have also tried to get their view about the way of addressing women's need in emergency situation. Over all finding is summarized in the table-

Way of addressing women's need	Opinion
Through proper implementation	40%
Through reform of the existing policy	50%
No change is needed	10%

Only two of the respondent gave opinion about the existing disaster management policy is enough to fulfill the needs of the women, half of the respondent things that special attention towards the women in the existing disaster management policy will help to give more support to them. But forty percent of the respondent gave opinion for proper implementation of the existing disaster management policy. They said that disaster management policy is enough to help the most vulnerable groups but problem lies with the implementation. Proper implementation of the existing disaster management policy and programs will give better service to address the women's needs.

From the analysis of all the opinions discussed above it was found that fifty percent of the respondents gave their opinion for focus on women's need in the existing disaster management system. Disaster management system is divided in to three phases such as the preparation phase or alert phase, disaster phase and recovery phase. Question was asked to all the members of the policy formulating authority about the stage where emphasis should be given to women. Data obtained from the opinions are shown below-

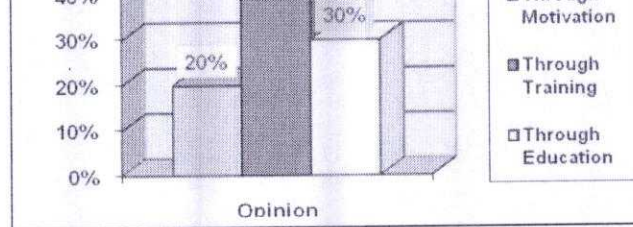
Stages for giving privilege to women	Opinion
Before or in the preparation phase of the disaster	10%
In the relief and rehabilitation activity	40%
In all the phases of disaster management system	50%

Disaster management is a comprehensive approach and attention should be given towards women in all the phase for a successful disaster management system. Two of the respondent spoke for better equipping the women to cope with the hazards before the onset of disaster, eight of the respondent gave their opinion for giving more emphasis for women in the relief and rehabilitation activity and ten of the respondents gave opinion for giving emphasis on women in all stages of disaster management.

Table 13: Opinion from the policy formulating authority about the way of ensuring women's participation in disaster management system:

Women's participation in the disaster management system is necessary to ensure women's right. Women's participation can be ensured through motivation, training or education. I have tried to know the view of the members of this group how can we ensure the participation of women in all the stages of a disaster management system. There was diversification in the answer. All the answers are summarized in the table below-

Through Motivation	20%
Through Training	50%
Through Education	30%



Half of the respondents gave their opinions for the training to be the most effective way of ensuring women's participation in the disaster management system. The next large portion went for education, according to them educated women are more capable to participate in the disaster management system. Ignorance about own right and responsibility is another reason for the deprivation of the women in the emergency situation. Motivation can also play a very important role in ensuring women's participation in emergency situation.

Constitution is the supreme law of the country and all the policy formulated in this country should comply with the constitutional provisions. Constitution has clear guidance in favor of special attention for the women and children and the backward portion of the society. But according to only 40% of the respondents existing disaster management policy complies with constitutional provisions. And interestingly all of them are ministry level officials. But other actors of policy formulating agency differ with them. The elected representative of the union parishad gave mixed opinion. The standing order for disaster management issued by the ministry of Food and Disaster Management gives clear instruction about the formation of different committees and also gives guideline about the function of the committees. But this standing order does not give any clear instruction to address the women's needs in relief and rehabilitation activity.

Almost all the members of the policy formulating agency have the same opinion about the need of reform of the existing disaster management policy. Only two respondents oppose the need for reform of the existing disaster management policy. Though all the ministry level officials believe that the existing disaster management policy is enough to address the women's need but still they gave their opinion for inserting some women related section in the existing disaster management policy for better addressing the women's need in emergency situation and also to comply with the constitutional provisions.

method has been used for the study to define the problem of the contemporary social phenomenon in Bangladesh. As Bangladesh is a disaster prone country, disaster management system plays a major role in overcoming the effect of the disaster. But the disaster management system of Bangladesh does not give any special attention to women headed families in most of the relief and rehabilitation activities. So some case studies will help to better understand the real life scenario of disaster management in Bangladesh. In this paper I am going to focus on four case studies, two experiences were shared by the respondents of Anwara upazila but as this two case studies are from the year of 1991, I have also tried to discuss two other case studies of recent past from the SIDR affected area of Patuakhali. Although time gap is almost twenty years but there is no basic difference to victim women's fate in this long twenty years.

Case study 1:

Fatema Begum is a woman of forty years old of the village Chaturi. She lost her husband and two children in the cyclone of 1991. Her mother was only alive person of her family who can take care of Fatema and her three year old daughter. These two women found no way for their living, as both of them has no income generating source. Her mother needed to migrate from the village to the city area to find some job as a house made. Fatema has to marry a man of fifty years and that was the only way of her survival. Government or no other social organization extended the hand of cooperation to her.

So from the experience described above it was found that cyclone changed the total life style of these two ladies. Fatema has to marry an old man what was not her desired life style and her mother had to suffer from forced migration. They did not get any support from government or any other organization to support their living in that village.

cottage near the seaside. She lost her house at 1991 as the wind force of the cyclone destroyed her house. She was a widow and her kids are of tender age. She has no ability to reconstruct the house again. Her father in law and other members of her in laws house forcefully dispossessed her from that land space. For the last long twenty years she has to struggle with her kids for living. And lack of shelter made her struggle more complicated.

This woman has been deprived of her right on her land due to her lack of capacity and ignorance. If she has the capacity to build her house immediately after cyclone, maybe she can avoid the consequence of becoming landless. Traditional rehabilitation activity failed to fulfill her need. Traditional relief and rehabilitation is expected to have some changes. I have also tried to discuss two other case studies of recent past to find either there is any effective change in the traditional relief and rehabilitation activity.

Cyclone SIDR hit Bangladesh on fifteenth November, 2007 and it was the most devastating cyclone that hit our country in the recent past. Thirty districts were seriously affected. I have worked in the two unions of the Mirjagonj upazila of Patuakhali district to have practical experience about the disaster management system of Bangladesh. From my own experience two case studies are discussed here.

Mirjaganj Upazila of Patuakhali district. Her house was totally damaged by the cyclone SIDR; she lost her cattle and other movable property. She also lost her husband. Due to the traditional social culture Minara khatun spent her whole life within the boundaries of her home and she was completely dependent on her husband for income generation. She was not known to the local UP members. Minara khatun was accused to be an outsider by the local member and did not get any help from the government relief operation. She has no male member in her family to help her. She lived in such a remote part of the village that no other organization operates relief operation in that area.

If there is any provision for gender based assessment of damage in the SIDR affected area then this woman may not become invisible towards the local authority and she might get her desired support from the Government relief and rehabilitation operation.

Case study 4:

Halima is another woman who lived in Mandibad village of the Mirjaganj upazila of the Patuakhali district. She lost her son and all movable and immovable property during disaster. At that time she was pregnant and need extra nutrition for herself and her fetus. The traditional relief activity gave her equal amount of food relief like others. But this food did not meet the extra nutritional need of her physical condition. She also faces some security and hygiene related problem in the cyclone shelters.

In all the cases, there was disaster management activities provider by government and other organization. But lack of special attention to women in the disaster management system keeps some women invisible the relief and rehabilitation activity. Women's involvement in the disaster management activity may help this four ladies to express their needs or and some special

4.4: Identification of the gap between theory and practice:

Theoretically disaster management system of Bangladesh is an example of one of the most successful disaster management systems in the world that can address the need of people from all corner of the society. But practical situation is different according to all the respondents. From the analysis of all the available data and the case studies, it is found that there is a gap between theory and practice. There also gap exists between the perception of the government official and other stakeholders, and among the opinion of male and female. The standing order for disaster management acts as a guiding principle for disaster management of Bangladesh. Government also issues different orders and circulars according to the need of emergency situation, so theoretically we may come to the conclusion that Bangladesh has a comprehensive disaster management system which can fulfill the demand of any situation but all the data the opinions reflects a different scenario. In the next part I have tried to identify the gap in all levels of disaster management system.

Policy Level Gaps:

1. The standing order of disaster management has provision to construct different types of committees but the coordination between different level of committees and specific roles and responsibilities for each and every individual is absent.
2. There is different level of administrative management in Union, Upzilla or District level and coordination among all the levels is absent and there is lack of decision making authority in the root level administration.
3. There is no clear guide line about the source of fund and their utilization strategy. In the Union Parishad level there is no fund for the utilization in the disaster situation.
4. There are some voluntary organization working in disaster period but there activities also not aligned or linked with the central activities.
5. There is no provision to review the overall activities (feedback) from different level of a disaster management system. There is no culture of knowledge sharing and knowledge management got from the experiences of previous disaster.

Implementation Level Gaps:

The standing order for disaster management is the guideline for relief and rehabilitation activities in Bangladesh. But gap also exists in the implementation level. Some of them are discussed below-

1. There is preparation for preparation of priority list including women headed families for relief distribution. But in practice there is no gender based assessment of loss and needs. Relief is not distributed according to the priority list.
2. There is also instruction for regular meeting relating to preparation of the disaster action plan in all levels of disaster management committees, which are totally absent in practice.
3. There is clear guideline for preparation of public awareness program in all levels of committees and preparation of check list for pre-flood or cyclone season to ensure whether all children between the age of 3 and 6 years and pregnant women have been administered vitamin A capsule during the post three months of natural disaster in the standing order. But in practice no such movement was visible.
4. There is scope for involvement of competent agencies for assessment of need and loss and synchronization with other organization in relief and rehabilitation activities to ensure maximum support to the vulnerable people. But this good practice is also absent in disaster management system.

4.5: Identification of the gap in disaster management policy of Bangladesh regarding women's needs:

There is no comprehensive disaster management policy in Bangladesh. Disaster Management Bureau is going to formulate a comprehensive disaster Management act. Bangladesh government has constitutional obligation for giving emphasis to women in all stages of national life and she has signed lots of international treaties to uphold the women's right in all stages of national life. The disaster management system of Bangladesh is one of the best disaster management systems in the world. Even the developed countries take Bangladesh as an example in case of disaster management. But still lots of women remain unattended in the grass root level during

1. Bangladesh government has issued a total of nine circulars on different times for smooth functioning of relief and rehabilitation activity, like- Circulars for CI sheet distribution, Food for work, GR cash distribution, and GR rice distribution, House building loan distribution, test relief, VGF program, and distribution of winter cloth. From all these circulars only the circular for VGF program gave special emphasis for women, no other circular has any special provision for giving emphasis or special privilege for the women, which ultimately make the women invisible during relief distribution.

2. From the national level up to Union Parishad level, in each stage we have some coordination committee for the disaster related activities. In the field level, there is a provision for incorporating one women member in the disaster management coordination committee of union, Upazila and district level. But these committees are dominated by the male members, and there is no job specification for the women members. Women members are often selected based on the identity of the male relative of her family and that male member acts on behalf of the women member. Women who can really work for women are not selected in these committees. So women's participation is not ensured by these traditional committees.

3. In the existing disaster management system, gender based loss assessment is not found. So there is no scope for women to get special privilege in relief and rehabilitation activity which make difficult for women to recover or revive after a disaster.

4. In the cyclone shelters there are no provision for separate staying, separate lavatories and maintain the religious segregation for a women that ultimately discourage a women to take shelter. The existing policy does not give any guideline concerning these issues.

From the over all observation and analysis of this chapter it can be decided that Disaster management system of Bangladesh is satisfactory but still there is lots of improvement area. All the literature discussed in this chapter speaks for the need of special focus towards women to fulfill women's need in emergency situation. The data obtained from the field level also identifies some gap between theory and practice both in the policy level and the implementation level. In the next chapter, I shall try to summarize the gaps and over all finding of the study and also try to

Introduction:

Chapter Five is the concluding part of this study. In Chapter Four I have tried to find the actual scenario of disaster management in Bangladesh through data analysis and case study analysis and also from the perception of different groups of people related to the disaster management system of Bangladesh. I have also tried to find out the gap between theory and practice and the gap regarding women's issue in the disaster management policy of Bangladesh. In this Chapter, I shall try to summarize the over all findings of this research paper and also make some recommendations to make the disaster management system more capable to address the women's need in emergency situation. This chapter will include the concluding remark of the paper and also try to high light the scope of further study. From the analysis of different data collected from all the members of the policy subsystem, it is found that the existing disaster management policy of Bangladesh is not capable to fulfill the women's need in emergency situation and this policy needs some reform. All the respondents also gave emphasis on the proper implementation of the existing disaster management policy. Women's involvement in all levels of the disaster management system can better address the women's need in emergency situation. Disaster management policy must have guideline to ensure the women's involvement in all levels of the disaster management system. From the analysis of the disaster management policy of the developing and developed countries it is found that all the successful disaster management policies have some special provisions for the disadvantaged segment of the society. As the women in Bangladesh remains in a backward position they need special attention.

5.1. Key Findings of the Research:

This dissertation tries to expose the over all scenario of disaster management system in Bangladesh through field level survey and other information collected from the members of policy subsystem. There is a considerable controversy over the effectiveness of food aid and other facilities provided by the relief and rehabilitation program. And there is a huge gap between the perception of the vulnerable groups and the other members involved in policy making. All the

1. Though all the policies of Bangladesh are supposed to comply with the constitutional provisions but the disaster management policy of Bangladesh does not do so with respect to giving privilege towards women in emergency situation.
2. Bangladesh is signatory of CEDAW and other women right related international conventions which impose obligation on Bangladesh to uphold women's right in every sector of national life. But disaster management policy of Bangladesh does not reflect on any such obligations.
3. Standing order for disaster management has some provisions for involvement of women in disaster management system through different committees. This is not properly implemented in the field level and women's involvement in decision making is completely absent.
4. Basic gender need is not considered in emergency situation and the existing disaster management policy does not fit to address the women's need in emergency situation so some reform in existing disaster management policy is needed.
5. Women need special attention in all the stages of disaster management system. Pregnant and lactating women need higher levels of nutrition which they may not receive. They also need ante- and post- natal care to avoid health related complications. Proper gynecological care for women vulnerable is often not available, or is inaccessible.
6. Women are less equipped to cope with the emergency situation and they need education and training to become better resilient to natural disaster.
7. Male and female have different perceptions about the basic needs. Food is the most severe challenge towards the male respondents but shelter and security become top priority in case of female.
8. The perception of the vulnerable groups with that of policy formulating or the policy implementing authority about the effectiveness of government relief and rehabilitation activity does not match with each other.
9. Men and women from all levels of the policy subsystem have different opinion regarding the need of special assistance towards women to assist them to return to normal life. Women

10. For all the women related fundamental issues women and men from all the levels of policy subsystem have same opinion but their magnitude varies depending on the experience that they encounter in every situation.

So the over all finding of field level data analysis show that the disaster management system of Bangladesh is not gender sensitive. The disaster management policy provides the basic guideline of the disaster management system. So the existing disaster management policy needs some reform to make it gender sensitive to address the women's need in emergency situation.

5.2. Recommendations:

Bangladesh has achieved much success in the disaster management sector. Still, there is room for improvement, as women's need is not properly addressed in the disaster management system of Bangladesh. Focus on women's need in disaster management policy will make Bangladesh more successful in disaster management and ultimately help the development of the country. There is no a priori solution; combination of following things can be done for the better disaster management –

1. Legal reform:

As there is no comprehensive disaster management policy in Bangladesh and the standing order and other circulars and government orders act as a guideline for the disaster management policy, so a comprehensive disaster management policy is the top priority. Existing disaster management system is not capable to address the women's needs. A legal background is needed to make the existing system more appropriate to address the needs of the backward population. Reform in the existing disaster management policy is needed to make the disaster management system more responsive to women's needs.

2. Data collection:

After any disaster, information should be gathered from women and men separately, women should be involved in data collection. Disaggregating of the data by age and sex will give better attention to women's need.

distressed people and have knowledge about cultural sensitivity will help to better address the needs of women. The use of participatory methods for information gathering, program design, monitoring and evaluation – can illuminate men's and women's different needs and experiences as well as building on women's capacities, increasing their decision making power and aiding group cohesion.

3. Basic gender needs:

Information should be gathered from women regarding their concern for water, food, shelter and health. Involvement of women in targeting, monitoring and distribution of food rations, allocation in the household level and consultation with women about siting and design of cyclone shelters for example bearing in mind women's needs for security, privacy, and safe access to facilities, e. g. washing/bathing/sanitation will better address women's need. Involvement of women as health workers; consultation with women directly about health needs and identification of target groups, e. g. for nutrition, health care and support will better address women's need.

4. Empowerment of women through changed roles and responsibilities:

Women and children are among the most vulnerable in most communities. Relief program must be designed in such a way to empower the women by involving them in program design and implementation. We have to take necessary steps to give them support, encouragement and training for skill building and give them new role in the new situation.

5. Training regarding gender issue:

Gender awareness raising training should be carried out prior to, or integrated with, identifying vulnerable criteria, most vulnerable households / individuals and identify capacity criteria and individuals / households with capacity. Female committee members should be provided with gender related training for their awareness building and active participation in different committees.

6. Committee organization:

At least three women members should be incorporated in the committees, meeting and workshops are scheduled so that location, duration and timing better allow women's participation.

7. Workshop in the community level:

Workshops should be arranged for developing vulnerability criteria, capacity criteria and problem identification and also for identification of specific need of women and girls. Vulnerability lists need to be updated on a regular basis by the community based committee. Women and girls should be encouraged to formally and actively involve in monitoring and evaluation stage of disaster management.

8. Community Based disaster management policy:

Disaster management policy should be community based. It is important that the causes of vulnerability to disaster are fully discussed in the community and addressed in the disaster action plan; including gender as a key indicator in determining vulnerability. Gender concern should be clearly addressed in the documentation of the new policy. Often gender issues are vanished from the discussion in the community level. Even when discussed some key issues are seldom mentioned this can be easily recognized and included in the disaster action plan.

9. Women's role in decision making:

For the religion based social norms in Bangladesh women have less participation in the decision making process. It is found that because of the norm of *purdah* (segregation of men and women), women have limited access to information and participation in decision making. Women's active participation in formal decision making process through the course of preparing action plan will empower the women and thus community will be able to reduce the total amount of damage caused by disaster. (Ikeda, ND)

10. Training and education:

It is important that women and girls are not over looked in education and training opportunities. This may require adopting programs, including entry requirements, to address countries women's participation. Income earning projects for women need to be early focused on income earning, rather than skill training or morale building, if they are to succeed and should ensure market access. Women should be involved in the design and implementation of income generating plants.

In planning, implementing, monitoring and evaluating programs agencies should always recognize that men and women have different material needs. This will involve the employment of staff with gender training, or the training of existing staff. They should seek to understand changes in gender relations and establish the means by which that understanding can be reached- i.e. through program appraisals, baseline studies and need assessment to identify gender based vulnerabilities and responses, and beneficiaries wherever possible.

13. Attention to security issue:

Lack of physical security may at times pose the greatest threats to women's well-being in emergency situations. Thus cyclone shelter and other camp design and layout should always be planned from the perspective of reducing threats to women, with attention paid to the setting of facilities that women use, such as latrines and water supplies and providing lighting as well as the provision of trust –worthy security patrols.

14. Gender should be a prime consideration in methods chosen to distribute resources:

It is not possible to give a generalized solution to distribution problems, which will depend on the context. If it is possible to distribute through community structures, to household heads or to individuals with an understanding of the effect on intra household and intra community distribution and on gender relation, then resource distribution will be more gender sensitive and effective.

All the steps mentioned above needs some legal base for successful implementation and formulation of a comprehensive disaster management policy with gender focus or reform of the existing disaster management policy will better address the women's need in emergency situation.

5.3. Scope for future research:

This research was done as a part of Masters in Governance and Development program and there are different limitations like time and resource constrain during the research period. So the overall finding of this research is not a conclusive one and there is scope for further research. Almost all the data collected from Chittagong district which has a unique geographical position and only two case studies were collected from the Patuakhali district. Both these districts are located at the

Bangladesh is a small country with homogenous social norms and the findings of this study is expected to reflect the overall scenario of Bangladesh, still to reach a conclusive decision following things can be done-

1. To reach to a conclusive decision about the over all scenario of the existing disaster management system regarding the women's need in emergency situation, data should be collected from different zones of Bangladesh.
2. Women empowerment and women's involvement in the decision making process is another important factor but I do not have sufficient information about the impact of women empowerment to address the women's need.
3. All the respondents have mixed opinion about the role of reserved seat women members to address women's need in emergency situation; further research can be carried out to find out the role of women Union Parishad members in disaster management system.

5.4. Concluding remarks:

Disaster is a natural event but its vulnerability depends on the ability to cope with the situation. Women are less equipped and less capable to cope with natural disaster. So they need special attention to cope with the emergency situation. Exact statistics about women's vulnerability is needed to give attention but recent literature indicates the absence of statistics on women. Recent report provided by consultants, working for United Nations Development Program (UNDP), identifies the same gap. The problems of women in emergencies still need to be urgently addressed and integrated into the main stream of research and subsequent strategic planning. Most programs for relief characterized by a distinct male bias are commonly dominated by male. Recent experience about SIDR in Bangladesh shows that there is no statistics available about the sex distribution of vulnerability across all phases of that disaster.

Lessons learnt reveal that interventions and life saving strategies are made more efficient and timely when gender differences and inter-dependencies have been properly understood and addressed. A gender approach can assist in the understanding and profiling of vulnerable groups, in channeling resources to those most in need, and in the mobilization of the capacities of significant proportion of the population that is often under-estimated. A study by the World Bank shows that policies that tended to have better on the ground impact analyzes gender issues at the

A change in the approach towards disaster management is required. A decentralized approach towards disaster preparedness and risk management would provide opportunity for greater involvement of the community, for options which are cost effective, more appropriate to the local environment, resources and way of life. Such an approach would provide the space and opportunity for women and men to take part in the risk management process more constructively improve their risk management skills, expand their potential, so that they will in turn change from helpless victims to a useful resource.

The adverse impacts of the entire natural hazard affecting the socio economic condition need to be reduced for sustainable development. In general women become invisible in a relief program, where men get most of the resources and participate in the relief program. It can increase gender inequality and hamper relief program. (Byrne and Baden, 1995: 4) As women's capacity remains underutilized and under participation in disaster management activity, current practices sometimes do not reach the most vulnerable women in the society.

Disaster provides an opportunity for disaster management policy to actively foreground and build on women's strengths and capacities, leadership potential within the community, indigenous skills, knowledge, and technical capabilities and to institutionalize such creative non-traditional interventions. Possible initiatives by disaster management related organizations are the (a) recruitment of more gender sensitive female managers and field staff (b) provision of their existing women and male staff with gender sensitive training (c) engaging of women gender planning and development specialists. Such engendering of total paradigms of development and disaster would contribute to gender justice in disaster response, enhance women's capacities as survivors, and ensure their long-term empowerment, thus enhancing sustainable development of their communities. (Chunha, 1997: 3)

Policy is the basic guideline for any country. The disaster management policy needs to be gender sensitive to address the needs of the vulnerable groups. And the policy must have some options to address the women's need as they are the most vulnerable during the disaster period. Bangladesh is a developing country and government plays the central role in any emergency situation. And government plays the key role as institutional actors in the policy formulation process. So government needs to take some steps for the formulation of a gender sensitive policy. A gender sensitive reform of the existing disaster management policy or formulation of a new disaster

emergency situation. A gender sensitive disaster management policy will better address women's need, thus the hypothesis is proved in this research. To make the disaster management system more successful women's need should be addressed properly. This practice will help to empower the women of the society, increase the participation of the women in different types of socio-economic activity and ultimately help in the development of the nation.

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Questionnaire –A

(For policy makers and Civil society/ Academician)

Name:

Age:

Sex:

Address:

(Please read the question carefully before and put tick mark in the right box and answer in brief the open ended questions)

1. Do you think that man and woman are equally vulnerable to natural disaster?

a. Yes

b. No

c. Depends on situation

2. If not, then –why?

3. How can we address the most vulnerable groups?

4. Do you think “Disaster management policy of Bangladesh” is suitable for addressing the most vulnerable groups?

a. Yes

b. No

5. Do you think “Disaster management policy of Bangladesh” needs any reform?

a. Yes

b. No

6. Constitution has given special provision for positive discrimination for women (Article 10, 19.1, 28.2, 28.4). Do you think Disaster management policy of Bangladesh comply with the provision?

a. Yes

b. No

- a. before or in the preparation stage
- b. during the onset of disaster
- c. in the relief and rehabilitation activity
- d. in all the stages of disaster management

8. How women's participation can be ensured/improved in disaster management system?

9. Bangladesh has ratified CEDAW and other women related conventions. Does the disaster management policy of Bangladesh comply with these international conventions?

- a. Yes
- b. No

10. How can we address the women's needs through the present disaster management policy?

Questionnaire B

(For the vulnerable groups and policy implementing agency and NGOs)

Name: Age: sex:

Address:

(Please read the question carefully before and put tick mark in the right box and answer in brief the open ended questions)

1. Which groups are most affected in disaster?

a. male b. female c. depends on situation

2. Do you think women need special attention in disaster management system?

a. Yes b. No

3. Do you think the present disaster management policy of Bangladesh gives any special attention to women?

a. Yes b. No

4. Do you think the cyclone shelters and other shelters are suitable for women's living?

a. Yes b. No

4. Does the existing disaster management policy give privilege for the rehabilitation of women?

a. Yes b. No

5. Do you think the food supplied through VGF program is suitable for pregnant and lactating mother?

a. Yes b. No

a. Yes b. No

7. Do you think involvement of women in the local disaster management committee will better address the women's need?

a. Yes b. No

8. How can we ensure women's participation in disaster management system?

9. Do you think elected women member can better address the women's needs in disaster management?

a. Yes b. No

10. How can we build awareness in women to improve their capacity to cope with disaster?

Through-

a. Training b. education c. both

11. Do you think Government should play more important role in disaster management system?

a. Yes b. No

12. How can we improve the existing disaster management system to address the women's need?
